DOCUMENT RESUME

ED 293 619 PS 017 052

TITLE	Study of Programs To Meet the Developmental Needs of Young Children. Report to the Legislature.
INSTITUTION	Minnesota State Dept. of Education, St. Paul. Div. of Development and Partnership.
PUB DATE	1 Feb 86
NOTE	92p.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC04 Plus Postage.
DESCRIPTORS	Certification; Comparative Analysis; Curriculum; Educational Cooperation; Educational Facilities; *Educational Planning; Feasibility Studies; *Kindergarten; Primary Education; *Program Development; Public Opinion; School Age Day Care; *School Entrance Age; *School Schedules; State Programs
IDENTIFIERS	*Alternative Conceptions; Minnesota; *Program Characteristics

ABSTRACT

Committees discussed six educational program options for 4- and 5-year-old children, in terms of curriculum, staff and licensure, cost and school facilities, coordination with existing resources, public opinion, and school-age day care. The curriculum committee developed a set of goals, outlined a program design, and considered the possible advantages and disadvantages of the options. The staff and licensure committee suggested that a "Super Early Childhood License" be developed to better coordinate the numerous licenses now available and new licenses currently being developed, and made recommendations for class size and pupil/teacher ratios. The cost and school facilities committee found that the financial impact of providing additional programming for 4- and 5-year-olds varies with each option and that such children require classrooms somewhat different from elementary school classrooms. The committee on coordination with existing resources discussed diversity of needs and services, differences in urban/rural settings, transportation, out-of-school resources, families with special needs, parental choice, fiscal management, and developmentally appropriate programs. The School-Age Child Care Committee recommended the development of legislation to support a variety of resources to meet the need for high quality supervision of children, and suggested other support services for consideration. Related materials are provided in 13 appendices. (RH)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

DIVISION OF DEVELOPMENT AND PARTNERSHIP

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.
☒ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

ED293619

STUDY OF PROGRAMS TO MEET THE DEVELOPMENTAL NEEDS OF YOUNG CHILDREN

Report to the Legislature
February 1, 1988

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
Lois E. Engstrom
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

PS 017052

Minnesota Department of Education

TABLE OF CONTENTS

	Page
Introduction	1
Executive Summary	3
Purposes	7
Curriculum	9
Staff and Licensure	15
Cost Factors	
Impact Upon Foundation Aid	19
Impact Upon Transportation Aid	22
Impact Upon Facilities	24
Coordination with Existing Resources	25
Child Care for Children Four to Twelve Years of Age	
Statement of Problem	29
Recommendations	31
Rationale for State/Public School Involvement	33
Sample of Programs Currently in Operation	34
Summary of Options for School-Age Child Care	36
Public Opinion on Programs for Four and Five-Year-Old Children and School-Age Child Care	38
References	46
Recommendations of Department	48
Acknowledgements	49
Appendices:	
A. Public Meeting Press Release	51
B. Public Meeting Agenda and Opinionnaire	52
C. Breakout of Opinions by Meeting Site	57
D. Excerpts From Written Comments	59
E. Day Care: Short or Long Term Solution?	62
F. Changed Lives: Effects of the Perry Preschool	64
G. 4-Year-Olds and the Schools - A Commentary	67
H. Best Learning Years? Before 3	68
I. Should Kindergarten Children Attend School All Day Every Day?	69
J. Less National Income Going to Families with Children	73
K. Wellesley Research: Special Role of the Public School	74
L. Early Childhood and the Public Schools: An Essential Partnership	80
M. Who Should Finance After School Child Care?	84

BEST COPY AVAILABLE

INTRODUCTION
STUDY OF PROGRAMS TO MEET
THE DEVELOPMENTAL NEEDS OF YOUNG CHILDREN

The Department of Education has studied the feasibility of providing full-day kindergarten and programs for aiding the developmental growth of four-year-old children, as requested by the 1985 Legislature. Committees met to study the curriculum needs of children and implications for staff and licensure, school facilities and costs, and the desirability of coordinating programs for full-day kindergarten and four-year-old children with existing services, such as early childhood family education programs, early and periodic health screening, programs for handicapped children from birth to age three, community education, and special education for four and five-year-old children. Providing for the child care needs of parents whose children are ages four to twelve was also examined.

A large group of persons, representing a variety of interests in the issue of educational programs for four and five-year-olds, met on October 21, 1985 (see Acknowledgements). The group identified many options for providing additional programming for four and five-year-old children which were then narrowed down to the following six. These six are not intended to be exclusive, but to incorporate components which could be combined in other configurations as well. The listing is random with no priorities implied although Option 6 tended to be the most popular at the initial meeting.

Option 1 - All day every day in-school kindergarten for five-year-olds.

Option 2 - Half-day kindergarten and half-day optional alternative program for five-year-olds; the alternative could be enrichment activities, more individualized help, application experiences.

Option 3 - Half-day two year kindergarten for four and five-year-olds together; experiences selected according to individual development rather than age.

Option 4 - Half-day twice per week for four-year-olds.

Option 5 - Half-day, every day program for four-year-olds with options for on-site extended day care.

Option 6 - Integrated continuous program:
Birth - 3 - focus on Early Childhood Family Education;
4 - Community Education coordinates all options for four-year-olds; programs may be administered by others in school or community;
5 - all day every day kindergarten.

This report basically reflects the work of five subgroups or committees which studied each option relative to following issues:

1) Curriculum
2) Staffing and Licensure
3) Costs and Facilities
4) Coordination with Existing Resources
5) Public Opinion

A sixth committee concentrated on School-Age Child Care.

Three public meetings were held to hear the interests and opinions of citizens concerning public educational programs for four and five-year-old children and school-provided child care for parents of children ages four through twelve. Interested persons were also encouraged to submit written opinions to the Department of Education. (See Appendices A, B, C, D for description of public meetings and excerpts from written comments.)

It is important to note that the review and comment process provided additional information which resulted in some modifications of the preliminary draft of this report.

The Appendix contains additional background information and a variety of perspectives on the issues addressed during the course of this study.

EXECUTIVE SUMMARY OF STUDY

The Department of Education brought together persons with interest and knowledge of educational programs for four and five-year-old children and school-age child care. This group identified six program options to be studied by committees on curriculum, staff and licensure, cost and school facilities, coordination with other resources, public opinion, and school-age child care. The options were intended to be a framework for study and not the only possible alternatives. During the discussion of the various options, there was general agreement within this group that the preferred educational option for young children would be the Integrated Continuous Program (option 6) which includes:

1) An emphasis on Early Childhood Family Education for children from birth to three years of age;

2) Coordination of programs and services for four-year-old children by Community Education; programs may be administered by others in school or community, and

3) All day every day kindergarten for five-year-old children.

This option was seen as involving parents in the education of their children early in their children's lives and providing educational continuity and consistency.

The underlying purposes for considering additional programming for four and five-year-old children are:

1) to enhance the opportunity for all children to reach their full potential, and

2) to narrow the early learning gap between advantaged and disadvantaged children.

The Curriculum Committee developed a set of goals and outlined a program design for four and five-year-olds. The committee also considered the possible advantages and disadvantages of the various program options.

The Staff and Licensure Committee suggested that a "Super Early Childhood License" be developed to better coordinate the numerous licenses now available and new licenses currently being developed. This license would require a core curriculum for all of the 7 optional strands (Pre-Kindergarten, Kindergarten, Infant-Toddler, Early Childhood Administration, Family Education, Special Education, and Support Staff) and specific curriculum for each strand. The committee recommended that class size be limited to 20 students for the educational and alternative programs; that there be one licensed teacher for up to 10 students; for five-year-olds, one licensed teacher and one aid for 11-20 students; for four-year-olds, two licensed teachers for 11-20 students.

The financial impact of providing additional programming for four and five-year-old children varies with each option. In general, attending school all day would increase the pupil unit from one-half to a full unit. Four-year-olds attending school half days with the five-year-olds would have a similar effect by increasing the number of one-half pupil units. To cover the additional pupil unit costs, the State foundation aid would increase, as would the local property tax levies. The elimination of noon bussing with all day kindergarten would reduce transportation costs. Transportation costs would be increased to transport four-year-olds two or five half-days per week.

The facilities for four and five-year-olds require classrooms somewhat different form those needed for other elementary grades. At present, approximately 30% of the school districts offering Early Childhood Family Education which requires comparable facilities are finding that district space is inappropriate or unavailable. Since monies for capital improvements and/or buildings are raised by local property taxes, this could be a burden for low valuation districts.

The Committee on Coordination With Existing Resources discussed the various aspects of coordination and raised numerous questions on issues that need to be addressed when considering coordinating public and private resources for four and five-year-olds. The issues highlighted were: diversity of needs and services; differences in urban/rural settings; transportation; out-of-school resources; families with special needs; choice; fiscal management; and developmentally appropriate programs.

The School-Age Child Care Committee recommended the development of enabling legislation to support a variety of resources to meet the need for quality supervision of school-age children of working parents. The committee suggested that legislation be designed to encourage partnerships; to provide financial assistance for utilizing public school facilities and transportation; to encourage the assessment of needs; building public awareness of needs, and developing programs to fill those needs.

The School-Age Child Care Committee suggested that there are additional support services for school-age children of working families to consider which include: providing a wide vareity of community recreation programs for children and adolescents; classes teaching basic survival skills needed for self-care; development of other community resources for children in self-care; and affordable, quality programs for special education students.

Public opinion gathered from three public meetings and from the written responses were consistent throughout the state and did not favor expanding the present public school offerings for four and five-year-old children. A large majority of people did not favor the schools becoming involved in child care for children four through twelve years old. Attendance at the meetings, plus the number of written responses received, indicated a great deal of interest in the topic.

Without discounting the value of the public opinion, it is important to note that some segments of the population were not represented on a proportionate basis, e.g., minority and disadvantaged populations.

Approximately 400 persons were involved in the study process. Supplementary materials are included in Appendices A to M.

Option	Curriculum	Staff Licensure Staff/Student Ratio	Cost: Additional Foundation Aid**	Cost: Impact on Transportation Aid	Advantages (+) Disadvantages (-)
		T = teacher A = aide S = students			
(1) all day in-school for 5-year-olds	goals and program design as outlined	Super License * Kindergarten Strand 1T:10S 1T+1A:11-20S maximum 20S	+ $61,995,000 o double current no. of pupil units	- $7,806,300 saves mid-day trips	+ provides educational and S/T continuity - may lead to structured, academic learning too early
(2) half day kindergarten half day alternative program for 5's	goals and program design as outlined	Super License * Kindergarten Strand for both parts 1T:10S 1T+1A:11-20S maximum 20S/half day	o no change for 1/2 day kindergarten o sliding fee for half day alternative	transportation costs dependent upon particip-ation in half day alternative	+ less expensive than full day Kindergarten - pay inequities for staffing kindergarten and alternative program
(3) half day two year kindergarten for 4 and 5-year-olds	goals and program design as outlined	Super License * Kindergarten + * Pre-k Strands 1T:10S 2T:20S maximum - 20S/half day	+ $61,910,000 o double current no. of pupil units	+ $9,838,000	+ provides flexible, family-age groupings - wider range of developmental needs
(4) half day twice/week for 4-year-olds	goals and program design as outlined	Super License * Pre-k Strand 1T:10S 2T:20S maximum 20S	+ $23,408,000	+ $4,919,000	+ opportunity for all 4-year-olds to have some educational experience - minimal educational program offering

*Indicates strand of "super license" as described on page 15.

**These figures are based upon current provisions of the foundation aid formula which does not adjust for pupil-teacher ratios; it cannot be assumed that the revenues in this column would support the staff/student ratios of the third column. (See page 20 for more information on pupil-teacher ratios.)

Option	Curriculum	Staff Licensure Staff/Student Ratio	Cost: Additional Foundation Aid**	Cost: Impact on Transportation Aid	Advantages (+) Disadvantages (-)
(5) half day everyday program for 4-year-olds with option for extended day	goals and program design as outlined o educational program is not sharply differentiated from child care program	Super License * Pre-k Strand o need licensed teachers all day 1T:10S 2T:20S extended day 1T:10S 1T+1A:11-20S	+ $61,910,000 o sliding fee for half day alternative	+ $9,838,000	+ daily continuity of learning experience - may lead to structured, academic learning too early
(6) Integrated Continuous Program Birth-3 ECFE 4 - Community Ed. Coordinates 5 - All day K	goals and program design as outlined o parent programming as in early childhood family education	Super License * Birth-3 Infant-Toddler + Family Education Strands * 4-year-olds Pre-k Strand * 5-year-olds Kindergarten Strand	Free or Sliding fee for ECFE Sliding fee or other for 4-year-old options + $61,995,000 all day kindergarten	- $7,806,300 saves mid-day trips	+ whole-child and family orientation - inadequate options for four-year-olds currently available

*Indicates strand of "super license" as described on page 15.

**These figures are based upon current provisions of the foundation aid formula which does not adjust for pupil-teacher ratios; it cannot be assumed that the revenues in this column would support the staff/student ratios of the third column. (See page 20 for more information on pupil-teacher ratios.)

The Purposes for Providing Full-Day Kindergarten and Programs for Aiding the Developmental Growth of Four-Year-Old Children

The major purposes for providing full-day kindergarten and programs for aiding the developmental growth of four-year-old children are: 1) to enhance the opportunities for all children to reach their full potential, and 2) to narrow the early learning gap between advantaged and disadvantaged children.

The specific purposes for extending kindergarten to a full-day schedule are:

- to pace instruction to help children acquire new skills and concepts so that they have time to practice, apply, and consolidate their new learning;
- to enrich a program of skill acquisition with language experiences, social interaction with peers and teachers and concrete experiences in science, math, and social studies;
- to provide more effectively for the individual needs of children who come from diverse family circumstances and varied preschool backgrounds;
- to plan specialized programming for identified children -- preventive services, special needs and handicapping conditions, and gifted/talented programs, and
- to assess the strengths and needs of pupils in depth, through observation and analysis of children's work, using the information for planning instruction. (Hills, 1985)

There is substantial agreement among contemporary child development researchers on the importance of the early years of a child's life. The literature reveals that the first four years are critical in a child's development in the areas of language, curiosity, social skills and the roots of intelligence. (Bloom, 1964) Developmentally appropriate early education is considered particularly important for children whose homes and communities fail to provide the cognitive stimulation that a high-quality early education program can offer. Children from poor households, children with working parents, children who spend large amounts of time watching television, children to whom no one reads, children whose health is poor and children whose nutrition is poor are children most likely to benefit from these high-quality child care and education experiences. But even children with all the statistical odds in their favor would benefit. (Kelly in Footnotes, December 1985)

The research findings of the Perry Preschool study indicate that high quality early childhood programs for disadvantaged children produce long-term results in improving cognitive performance during early childhood; improving scholastic placement and achievement during the school years; in decreasing delinquency and crime, the use of welfare assistance, and the incidence of teenage pregnancy; and in increasing high school graduation rates and the frequency of enrollment in postsecondary programs and employment. (Berrueta-Clement et al, 1984) See Appendix F for more information from this study.

Middle and upper-income parents can and do purchase child care and educational services, yet census figures indicate that fewer children are being born into these families. The incidence of children born to teenage parents and low-income families is large and on the rise. Assuming there is a strong positive correlation between the availability of family resources to invest in a child and that child's developmental outcomes, investing public resources to help disadvantaged children succeed in school appears to have economic value for the children, their families, their communities, and society as a whole. Access to quality early childhood educational programs could conceivably benefit all children, with the greatest gains expected for children who currently do not have that access.

Presently, only 18-20 percent of Minnesota children eligible for Head Start can participate because of inadequate program funding. Early Childhood Special Education serves young children with handicaps who constitute four percent of the population. The newly expanded Early Childhood Family Education program is reaching a rapidly growing number of families but the program is not yet serving a majority of low-income families. Although great strides are being made, it is probably too early to tell what the impact of this program will be upon at-risk populations. Even when their families choose to participate, at-risk children are likely to require more extensive educational services than Early Childhood Family Education alone can provide.

Income level often determines the educational opportunities available to young children. Statistics show that family incomes vary with marital status. The median income in Minnesota is $22,533 for married-couple families; $18,061 for male-headed single-parent families; and $11,356 for female-headed single-parent families. In 1980, there were 76,000 single-parent families in Minnesota. Among the families headed by women, 62 percent had children under the age of 18 living at home. More than half of these female-headed families had total family income of less than $10,000 in 1979. One in four Minnesota children six years old or younger lives in poverty. (Minnesota Commission on Economic Status of Women, #94)

These young children will help determine the future of Minnesota. The question thus becomes, "What shall Minnesota do to help meet the developmental needs of its young children?"

The study report which follows provides information to be considered in making decisions relative to educational programs for four and five-year-old children and school-age child care. This study was not intended to be a study to end all studies, but rather a part of an ongoing effort to help meet the developmental needs of young children.

CURRICULUM

Criteria for curriculum implementation should demonstrate that young children learn through active manipulation of the environment and concrete experiences. The goal is to encourage children to be actively involved in the learning process, to experience a wide variety of developmentally appropriate activities and materials, and to pursue their own interests in the context of their life in the community and the world. The curriculum should reflect the philosophy and goals of the program, and include the planned activities, the daily schedule, the availability and use of materials, transitions between activities, and the way in which routine tasks of living are implemented. Below is an outline of goals and a program design appropriate for children birth to five years of age developed by the curriculum committee.

The members of the committee brainstormed the merits of the various program options for four and five-year-olds. There was no attempt to arrive at consensus on the possible advantages or disadvantages nor any intent to prioritize the six options.

Policy: The program is available to all children whose families choose to use and who qualify based on age.

Goals for children ages four and five:

(These goals were also considered suitable for 0-3 year old programs, see Option 6)

1. Develop expressive language skills to make needs, wants, ideas and feelings understood.
2. Develop receptive language skills to process and react to needs, wants, ideas and feelings of others.
3. Develop feelings of confidence and self-worth.
4. Develop positive, cooperative social skills and relationships.
5. Develop abilities to observe, think, reason, question, and experiment.
6. Enhance physical development and skills.
7. Develop sound health, safety, and nutritional practices.
8. Develop creative expression and appreciation of the arts through experiences in areas such as: music, art, creative dramatics, movement, and literature.
9. Develop a respect, understanding and appreciation of persons of different cultures.
10. Develop curiosity and interest in the world through the processes of the sciences and social sciences.
11. Develop self-help skills.

Principles of Program Design

1. The program provides realistic goals and activities based on assessment of individual needs of interests of children.

   a. Assessment is a process which extends over a period of time and should include teacher observation, formal and informal assessment tools, parent observations, and communication between teacher and parent.

   b. Assessment should be used to identify and support strengths and needs of children, and not to prohibit entrance into the program.

2. The program provides concrete, experiential learning opportunities that are developmentally appropriate.

   a. Developmentally appropriate learning opportunities are based on two factors: age-related characteristics common to groups of children and the varied, unique, individual differences of children.

   b. A wide range of developmental levels in a single group setting is to be expected and must be addressed.

3. The program recognizes that play is the primary vehicle through which young children learn. Time and materials must be provided for:

   a. Free play in which the child selects materials and/or activities.

   b. Structured play in which the teacher designs the environment and provides the direction.

4. The program provides a balance among the developmental domains:

   a. Social

   b. Emotional

   c. Intellectual

   d. Physical

5. The program provides balance among activities on the following dimensions:

   a. Active/quiet

   b. Indoor/outdoor

   c. Individual, small group, large group

   d. Gross motor/fine motor

   e. Child-initiated/teacher-initiated

   f. High intensity (focused activities)/Low intensity (related-pace activities)

   g. Classroom/community

6. The program provides an integrated approach to and a balance among curriculum content areas:

   a. Languages arts: listening, speaking, reading, writing and children's literature

   b. Mathematics

   c. Art

   d. Music

   e. Science

   f. Social Studies

   g. Health

   h. Physical Education

   i. Environmental Education

   j. Media/Technology

7. The program provides for a significant involvement of parents as partners in the learning process.

   a. Parents have the right and responsibility to share in decisions about their child's education.

   b. Early childhood teachers are responsible for establishing and maintaining frequent contacts with families to encourage mutual sharing about the child's needs and development.

   c. The program provides for a bridging between home and school by incorporating prominent elements of the cultural background of the families involved in the program.

   d. The program provides for and encourages on-going family participation that benefits the child, the family, and the program.

8. The program provides for a continuity and communication of instructional and developmental experiences for all children ages four to six.

   a. Continuity requires verbal or written communication as children change programs, participate in several services within a given school year, or advance to another level.

   b. The programs should provide continuity of philosophy, goals, instructional strategies, curriculum and program climate.

9. The program provides opportunities for highly individualized contacts and highly personalized relationships with supportive adults through:

   a. Staff or teacher and trained paraprofessional

b. Group Size: 20 maximum

c. Adult-Pupil ratio: 1:10

10. The program provides sufficient space to accommodate children in small group, individual and large group activities and space which is aesthetically pleasing.

11. The program provides sufficient materials and equipment to implement this curriculum in developmentally appropriate ways.

    a. First-hand learning with real objects and personal experiences must precede representational learning such as through pictures, films or models. Abstract/symbolic learning including paper/pencil activities and books must occur only after these first two levels have been experienced.

    b. Multi-cultural and nonsexist experiences, materials and equipment should be provided for children of all ages.

    c. Activities, materials and equipment should be provided for an age range at least six-months younger and six-months older than the actual age range of the group.

12. The program provides regular inservice opportunities for staff development in working with children and families. These opportunities should include:

    a. Developmental needs and characteristics of children.

    b. Content and methods appropriate to young children.

    c. Creating an enriched, open environment which encourages creative problem solving, exploration, and critical thinking.

    d. Knowledge of health and safety including child abuse and neglect.

    e. Parent participation in educational experiences.

13. Good care and education of young children are complementary and necessary for the development of a healthy child.

    a. Children learn from a relaxed, social atmosphere in which they can enjoy spontaneous conversation and nutritious food.

    b. An understanding adult who is sensitive to individual children's reactions is the key to providing appropriate care and education.

    c. Children learn from being given increasing independence to acquire self-help skills.

14. The program should be assessed regularly to assure that these design principles are being followed.

15. Curriculum for young children should be process-based, not product-based.

The possible advantages and disadvantages of the various program options, as discussed by the curriculum committee, are presented below.

Option 1. All day in-school kindergarten for five-year-olds

The goals and program design as outlined previously are recommended for this option.

Advantages

- o Extends the program
- o Would relax rigid pace of half-day
- o Provides continuity for full-day, alternative day program
- o Teacher gets to know 20 vs. 60 children
- o Teacher can conference with 20 parents
- o More opportunity to individualize
- o Chance to reformulate kindergarten curriculum

Disadvantages

- o Not good for some children to be in school all day
- o Learning does not take place only in school
- o More is not necessarily better
- o Inappropriate academics may occur
- o Teachers may not have training to implement proposed curriculum
- o Kindergarten will lose excitement for children with low-intensity time

Option 2. Half-day kindergarten and half-day alternative program for five-year-olds

The same goals and program design are needed.

Advantages

- o Cheaper than full-day kindergarten
- o Helpful to working parents
- o Opportunity for more individual attention
- o Variety of activities possible
- o Continuity at site for child

Disadvantages

- o High-intensity half-days and low-intensity half-days
- o Lack of continuity for some children
- o Lack of program pacing
- o Possible staff problems because of pay differential
- o May increase gap between children

Option 3. Half-day two year kindergarten for four and five-year-olds together

The same goals and program design are needed. In this option, the age of the child is not the most important variable. This option provides for flexible, family-age groupings of children. It might reach a wider range of developmental levels of children. Children could progress at their own pace.

Option 4. Half-day twice/week for four-year-olds

The same goals and program design are needed. The children will have correspondingly fewer learning experiences.

Option 5. Half-day every day program for four-year-olds with options for extended care

The same goals and program design are needed. This option allows an extended delivery of the program goals.

PRINCIPLE: In good early childhood programs the child care portion is not sharply differentiated from the educational portion. When the focus in programs is on children and their development, care and education goals support and complement one another.

There are many overlapping elements in the care and education of young children. Some of the issues of public school involvement in both child care and education are indicated below:

Advantages

- o Whole-child oriented
- o Skilled staff forming an educational team
- o Better staff salaries
- o Less turn-over of staff
- o More continuity for children in curriculum and discipline
- o More continuity for parents
- o Meets needs of working parents
- o Less stressful for families
- o Less disparity between school/home model
- o Tax-supported program
- o State can ensure safety
- o Public schools can provide care/education more efficiently with larger numbers
- o Equitable access

Disadvantages

- o Private providers would face public-funded competition
- o Requires year-round programs
- o Hard on buildings
- o May tax non-parents and non-users for child care
- o Children in same building 12 hours per day
- o Increases size of government
- o Big is not always better
- o Schools have had limited experience in this area

Option 6. Integrated continuous program

0-3 Focus on Early Childhood Family Education
4 Community Education coordinates all options available for four-year-olds; programs may be administered by others in school or community
5 All day every day kindergarten

The same goals and program design are needed 0-5.

Advantages

- o Reasonable, developmental program 0-5
- o Cost-effective in terms of level of instruction
- o Both employed and non-employed parents could benefit
- o Good for kindergarten to have more time and less pressure
- o Provides choices for families

Disadvantages

- o Four-year-old program options may be inadequate in community unless additions are made--especially for disadvantaged children
- o Most education administrators are not prepared in early childhood education
- o Community Education may not be a desirable location for programs because of lower salaries and lack of benefits

STAFF AND LICENSURE

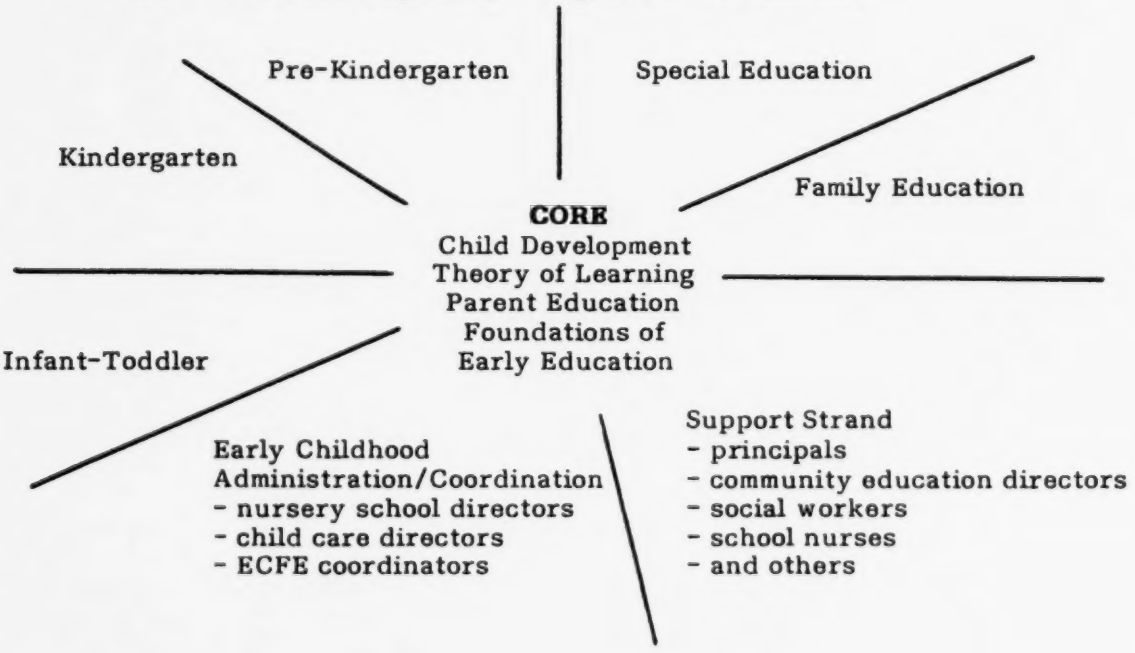
The Staff and Licensure Committee of this study recommends that the Board of Teaching consider a "Super Early Childhood License." There is a need for a license that coordinates aspects of the numerous existing licenses available and additional ones currently being developed. The idea for a coordinated license in early childhood did not originate with this committee; the Minnesota Early Childhood Teacher Educators and other groups have been discussing this need for some time.

The "Super Early Childhood License" would have a core curriculum which would include: child development; theory of learning; parent education; and foundations of early education competencies. From this common core persons would choose one or more of the specialty strands to complete a teaching license in a specific area. The competencies specific to each specialty strand would be further developed by professionals in the field and the Board of Teaching.

Unique to this concept is the support course strand for supervisory personnel. Completion of this strand would be required for principals, community education directors, social workers, and others in order to qualify them to supervise or work in any of the early childhood options. The committee took a very strong position that licensed elementary principals have primary supervisory responsibility for any of the educational program options for four and five-year-old children. There was an equally strong concern that elementary principals do not currently have the background in early childhood to provide adequate supervision for this age level. This concern is also true for community education directors who may have supervisory responsibilities for early childhood family education programs. It is recommended that the support strand be one of the specialty strands of the "Super License."

"Super Early Childhood License"

- Core + one strand/specialty = Degree and license
- Core + two strands/specialty = Degree and two licenses



Options	Recommendations for Staff Licensure	Temporary Solution	Recommendations for Staff/Student Ratios
1. All day in-school Kindergarten 5-year-olds	Super License *Kindergarten strand	1. Kindergarten endorsement on elementary license 2. Kindergarten endorsement on Pre-K License	1 teacher: 10 students 1 teacher + 1 aide: 11-20 students Maximum 20 students

Issues/Positions

Kindergarten teachers need more education and practicum experience in Early Childhood
Continue supervision under a "Super" licensed elementary principal

---

2. Half-day Kindergarten and half-day alternative program for 5-year-olds	Super License *Kindergarten strand for 1/2 day Kindergarten and for alternative program	Kindergarten for education program Pre-K or Kindergarten for alternative program	1 teacher: 10 students 1 teacher + 1 aide: 11-20 students Maximum 20 for each 1/2 day

Issues/Positions

Need "licensed" staff for alternative
Supervised by elementary principal (licensed)

---

3. Half-day 2 year Kindergarten for 4 and 5-year-olds together	Super License *K and Pre-K strands	Kindergarten teacher with Pre-K license	1 teacher: 10 students 2 teachers: 11-20 students Maximum 20 per half-day

Issues/Positions

Supervised by "Super" licensed elementary principal

---

*Indicates strand of "super license" as described on page 15.

Options	Recommendations for Staff Licensure	Temporary Solution	Recommendations for Staff/Student Ratios
4. Half-day 2 day/week for 4-year-olds	Super License *Pre-K strand	Pre-Kindergarten License	1 Pre-K teacher: 10 students 2 Pre-K teachers: 11-20 students Maximum 20 students per class
	Issue/Positions		
	Supervised by "Super" licensed administrator		
5. Half-day every day program for 4-year-olds with option for extended care	Super License *Pre-K strand	Pre-Kindergarten License	1 Pre-K teacher: 10 students 2 Pre-K teachers: 11-20 students Maximum 20 students per class Extended care 1 Pre-K teacher: 10 students 1 Pre-K teacher + 1 aide: 11-20 students
	Issues/Positions		
	Need licensed staff for extended care Supervised by "Super" licensed administrator		

17

*Indicates strand of "super license" as described on page 15.

Options	Recommendations for Staff Licensure	Temporary Solution	Recommendations for Staff/Student Ratios
6. Integrated continuous program: Birth to 3 - Focus on Early Childhood Family Education (ECFE) 4 - Community Education coordinate options 5 - All day Kindergarten	Birth-3 Super License *Infant/toddler *Family Education 4 Super License *Pre-Kindergarten 5 Super License *Kindergarten	Birth-3 Pre-K 4 Pre-K 5 Kindergarten	Birth-1 year 1 teacher: 4 students 1 teacher + 1 aide: 8 students 1 teacher + 2 aides: 12 students Maximum 12 students per class 12-47 Months 1 teacher: 7 students 1 teacher + 1 aide: 14 students Maximum 14 students per class 4-year-olds 1 Pre-K teacher: 10 students 2 Pre-K teachers: 11-20 students Maximum 20 students per class 5-year-olds (Kindergarten) 1 teacher: 10 students 1 teacher + 1 aide: 11-20 students Maximum 20 students per class

Issues/Positions

ECFE directors to coordinate with elementary principals and community education regarding program
Need to have licensed administrator supervising 4 and 5-year-old programs
Community education directors supervising Early Childhood Family Education need Core Skills

*Indicates strand of "super license" as described on page 15.

COST FACTORS

Estimated Impact of Programs for Four and Five-Year-Old Children Upon Foundation Aid

The foundation aid program is a pupil based funding formula. Under current provisions, kindergarten pupils are counted at a maximum of one-half pupil unit. State Board Rules require only that kindergarten programs be 2 1/2 hours per day (half-day). Thus, even if a kindergarten pupil attends all day every day, the district would only receive one-half unit of aid.

Under the various options being studied, kindergarten pupils would be in attendance for more than one-half day. Therefore, it would seem appropriate to increase the pupil-weighting factor such that kindergarten pupils attending more than one-half day could earn more than one-half pupil unit, up to a maximum of one pupil unit. This would provide districts with the same amount of foundation revenue per kindergarten pupil as other elementary grades.

Five-Year-Olds Attending All-Day Every Day

Option 1 and Option 6 call for five-year-olds to attend kindergarten all-day every day. Districts that choose to offer all day kindergarten would be allowed to claim a full pupil unit for each kindergarten pupil. Thus, if all districts were to offer all day kindergarten, the total kindergarten pupil units in the state would double. If such a change were implemented in the 1986-87 school year, districts would receive an additional foundation revenue of approximately $66,246,000. Of this amount approximately $4,251,000 would be raised through additional local property tax levies. This is due to districts being "off-the formula." The balance of $61,995,000 would be additional state foundation aid.

Half-Day for Four-Year-Olds and Half-Day for Five-Year-Olds

Under Options 3 and 5, five-year-olds would continue to attend one-half day sessions. However, four-year-olds would now be added to the districts pupil counts. If all districts were to add early childhood programs for four-year-olds, they would add additional pupil units approximately equal to the number of current kindergarten pupil units. If these additional pupil units were added for the 1986-87 school year, districts would receive approximately $65,979,000 of additional foundation revenue. Local property tax levies would increase by $4,069,000 and state foundation aid would increase by $61,910,000. Thus, the additional foundation revenue under these option would be very similar to the all day every day kindergarten option.

Four-Year-Olds Half-Days, Two Days Per Week

Under Option 4, districts would be allowed to claim .20 pupil units (.5 x 2/5 = .20) for each four-year-old that attended the one-half day twice a week program. If all districts were to provide this program in the 1986-87 school year, foundation program revenue would be increased by approximately $25,537,000. Local property taxes would increase by $1,629,000 and state foundation aid would increase by $23,408,000.

Alternative Programs and Day Care Options

Certain options provide for additional services such as day care or half-day alternative programs. These programs are assumed to be educational in nature but at a lower level of intensity than the kindergarten program. These additional services should be provided on a fee-for-service basis. However, to insure that lower income families would have access to such programs, a sliding fee structure could be provided.

Integrated Continuous Program

Option six provides for coordination of services for four-year-olds by Community Education staff trained in early childhood education. This type of activity could possibly be made an eligible expenditure of the Early Childhood Family Education program. Some districts would be able to offer this coordinating function within the existing funds available for Early Childhood Family Education; however, some districts are not able to meet current program needs with current resources and would need additional revenues to offer such additional services.

"Coordination of programs and services for four-year-olds" assumes that such services already exist. If not, development and implementation costs would be an added factor.

Pupil-Teacher Ratios

The current foundation formula does not adjust for pupil-teacher ratios. Pupil teacher ratios are currently a local choice. However, if one wishes to encourage smaller class sizes in kindergarten, it would be possible to further increase the pupil-weighting factors. This would provide additional revenues to hire more teachers. The weighting factor would need to be increased to approximately 1.2 to provide sufficient revenue to reduce the average class size from 23.7 to 20. Thus, instead of adding an additional .5 pupil unit for all day kindergarten, an additional .7 pupil unit would be needed. This represents an additional increase of 40% ($\frac{.7}{.5} = 1.4$).

I. Effects of Proposed Changes on Foundation Aid for 1986-87

Attendance Pattern	Total Pupil Units	Revenue	Levy	Aid
Current Law	838,735	$1,808,257,000	$943,518,000	$864,739,000
Five-year-olds All Day	869,004	$1,874,503,000	$947,769,000	$926,734,000
Five-year-old 1/2 day Four-year-old 1/2 day	869,045	$1,874,236,000	$947,588,000	$926,648,000
Four-year-olds 2 half days per week	850,467	$1,833,793,000	$945,147,000	$888,646,000

II. Change in Class Size

A. Current Average Class Size

1. 1984-85 Kindergarten Enrollment	59,155
2. FTE Kindergarten Teachers	1,247.60
3. Students per FTE Teacher (1 ÷ 2)	47.42
4. Classes per Teacher	2
5. Student per Class (3 ÷ 4)	23.7

B. Teachers Necessary to Reduce Average to 20

1. 1984-85 Kindergarten Enrollment	59,155
2. Students per Teacher	40
3. FTE Kindergarten Teachers (1 ÷ 2)	1,478.88

C. Percent Increase in number of Kindergarten Teachers

18.54%

Cost Impact on Transportation Funding and Aid

Since 1979-80, pupil transportation aid for Minnesota school districts has been computed using an average cost formula. Multiple regression analysis is used in this formula to predict the base year cost per pupil transported for each school district. The predicted cost is adjusted using a statutory "softening" schedule which reduces the difference between actual base year cost and adjusted predicted cost. The adjusted predicted cost is then inflated to determine a district's regular transportation funding per pupil transported in the current school year.

The base year for transportation aid is the second school year preceding the school year for which the aid will be paid. For example, 1984-85 is the base year for 1986-87 transportation aid calculations. Since the aid is based on second prior year cost data and current year pupils transported, policy changes affecting costs but not the number of pupils transported will have no impact on transportation aid for the first two years after the policy change is implemented. Policy changes affecting the number of pupils transported will have an immediate impact on transportation aid.

The state total predicted cost as computed under the transportation aid formula is approximately equal to the state total actual cost of regular transportation in the base year. Therefore, policy changes affecting regular transportation cost will create a change in transportation funding two years later; that is approximately equal to the change in actual cost in the base year, adjusted for inflation. The impact on state aid is slightly less than the impact on transportation funding because a few districts are "off the formula." Since these districts do not receive state aid, a change in transportation funding creates a change in local property tax levies.

Estimated Impact of Full Day - Every Day Kindergarten for Five-Year-Olds (1986-87)

A. Cost Savings from Eliminating Noon Routes

60,178	Estimated 1986-87 Kindergarten students
x .693	Percent attending half-day every day
41,703	Half-day Kindergarten students
x .64	Percent Transported
26,690	Half-day Kindergarten students transported
x $330	Estimated savings per student (1.25 times average cost per regular pupil transported; based on limited survey of districts)
$8,807,700	Estimated Cost Savings from eliminating noon routes

B. Additional Cost of Morning and Afternoon Transportation

60,178	Estimated 1986-87 Kindergarten students
x .64	Percent transported
38,514	Estimated 1986-87 Kindergarten students transported
x $26	Estimated cost per student (0.10 times average cost per regular pupil transported; based on limited survey of districts)
$1,001,400	Estimated Cost of Additional Morning and Afternoon Routes

C. Net Savings for Full Day Every Day Kindergarten for Five-Year-Olds

$7,806,300

Because this option would decrease costs but not the number of students transported, there would be no change in state transportation aid for two years after the policy was implemented. Beginning in the third year, state aids would be reduced by approximately 92.5% of the net cost savings, and local levies would be reduced by 7.5% of the net cost savings. These estimates assume that all districts would participate fully in the program; they should be scaled back proportionately if less than full participation is assumed.

Estimated Impact of Half Day Every Day Program for Four-Year-Olds (1986-87)

A. Cost of Additional Noon Routes

$8,807,700	Estimated Cost of Noon Routes under Current Law
x .25	Estimated Increase Factor (Based on limited survey of districts)
$2,201,900	Estimated Additional Cost of Noon Routes

B. Cost of Additional Morning and Afternoon Routes

60,259	Estimated Four-Year-Old Students
x .64	Percent Transported
38,566	Students Transported
x $198	75% of state average cost per pupil transported (based on limited survey of districts)
$7,636,100	Estimated Cost of Additional Morning and Afternoon Routes

C. Total Additional Cost of Transporting Four-Year-Olds

$9,838,000

Because this option would increase the number of students transported, there would be an immediate increase in transportation funding and state aid. The increase in transportation funding would be approximately $10,181,000 in 1986-87 ($264 average revenue per student transported times 38,566 students). Adjusting for districts "off the formula," the aid would increase by approximately 92.5% of the revenue increase, and the levy would increase by 7.5% of the revenue increase.

Impact Upon Facilities

Programs for four and five-year-old children require special facilities, different from other elementary grade classrooms, to meet the unique needs of younger children. It may be difficult for some districts to provide this kind of space. Surplus space in elementary school buildings may not be suitable for kindergarten or programs for four-year-olds. Also, many districts have closed or sold school buildings which were no longer needed as a result of declining enrollment.

One indication of the availability of appropriate space is the difficulty some districts are having finding district facilities for the Early Childhood Family Education Program. The facility requirements for these programs are very similar to those for kindergarten and four-year-old programs. According to a December 1985 survey, approximately 30 percent of the districts offering Early Childhood Family Education programs report that 1) the only district space available was unsuitable and would require substantial rennovation, or 2) no school space is available and the program is renting or using other space in the community. This lack of space could prohibit some districts from expanding kindergarten programs or adding programs for four-year-old children. On the other hand, school districts with a single session of alternate-day kindergarten probably have readily available space, at least for all day every day kindergarten.

Minnesota's current school finance structure requires that most monies raised for capital improvements and/or buildings be raised through local property taxes. Thus, the costs of providing additional space would fall on the local property tax payers of the district. Given the economic conditions of rural Minnesota it may be very difficult for those districts to raise local levies. Also, since capital outlay funds are not equalized as are other education funds, districts with low property valuations would be at a disadvantage as compared to high valuation districts. Low valuation districts would have to levy a much higher mill rate to raise the same number of dollars as a high valuation district.

COORDINATION OF ALL DAY KINDERGARTEN AND PROGRAMS FOR FOUR-YEAR-OLD CHILDREN WITH EXISTING SERVICES

The types of programs in the schools and in the public and private sectors available for young children are as numerous and diverse as the needs of the young people and their parents and families. Consideration of this wide range of programs is imperative in any discussion regarding coordination. The committee reviewing coordination with other resources discussed such existing services as:

Head Start
YMCA/YWCA programs
Licensed day care in centers and private homes
Unlicensed day care
Latch key programs
Day care at the parents' worksite
Day care/school - private or parochial
Developmental Achievement Centers
Early Childhood Special Education
Early Childhood Family Education
Early Childhood Health and Developmental Screening
Early Childhood programs in university, college or AVTI settings
Montessori programs

The public and private organizations offering services for four and five-year-old children must be able to see a real purpose and benefit for coordinating the available resources to best meet the needs of these children. Tangible incentives are necessary in building strong and lasting linkages because they require a great deal of time, trust, skill and willingness to share information, resources, and turf.

The committee delineated the components of coordination and raised questions on several issues which need to be addressed when making decisions about coordinating existing resources.

Coordination includes building relationships or linkages that are

- interagency
- interdisciplinary
- public and private
- provided by professionals and nonprofessionals
- vehicles for drawing together those with diverse goals

Coordination requires

- time
- willingness and ability to share information
- willingness to share resources
- cooperation instead of competition
- expertise in networking, building linkages, collaboration
- flexibility
- trust

Coordination can result in

- o programs and services that better meet the needs and desires of young children and their families
- o better use of resources, minimizing duplication of effort
- o shared responsibility
- o better decision-making due to more information and expertise
- o more options for children and parents
- o integration and continuity - less fragmentation for children, family and staff

The challenge of coordinating resources for young children in either the existing model of education or in the proposed programs for 4 and 5-year-olds, raises several issues to be considered. These issues suggest both policy questions and strategies for program implementation.

Diversity of Needs and Services

What is the range of needs and services of young children? (education, health, socialization, emotional/nurturing ...)

Does the school have a coordinating role in identifying the needs? in accessing resources to see the needs are met? Is this role relevant for all children, or for those children with special needs? families with special needs?

What efforts are underway to coordinate services and programs for students with educational handicaps? How can these efforts be expanded to include high risk students? all students?

Who defines "at risk/high risk" children and families?

Urban/Rural

Can there be a single statewide program when there is such diversity in the types of resources available to develop the program options for four and five-year-old children?

Given the characteristics of urban and rural settings, how do these shape the relationships among programs or types of programs offered?

Transportation

When a number of services or activities are scheduled for young children by collaborating agencies, who provides transportation?

Does lack of transportation unfairly limit the access and choice of resources and services for some children?

Out of School Resources

When before and after-school programs are offered, how can the quality be ensured? Who is ultimately responsible when several entities are involved?

When working in a public-private agency relationship, how can policies be adjusted to ensure continuity for the children?

By what mechanism can private and public resources be identified, linkages formed, and diverse programs publicized?

If the school develops options for 4-year-olds, what other types of services will be displaced?

Families with Special Needs

Given the many types of problems that may interfere with learning and growth in young children - poverty, dysfunctional families, chemical abuse by parents or siblings, high mobility - how can families with special needs be better identified and better served?

Some families with special needs have multiple providers that focus on segments of problems. What role does the school have in ensuring that services are coordinated so the child benefits from the continuity and integration?

What role does the employer of parents have in ensuring services to young children?

Choice

What can be done to provide parents a choice in the school activities and in the programs and services with which the school coordinates?

Given a number of options, how much pressure will there be to select one type of option?

Can certain payment/credit strategies increase choice for parents?

Fiscal Management

When linkages are made with other agencies, how are funds shared?

Who is the fiscal agent?

Besides the public sector and parental fees, what are other sources of funds? (third party - employers, insurance...)

Developmentally Appropriate Programs

Relative to quality assurance, how are school and non-school programs structured and reviewed for developmentally sound frameworks?

Given the necessity for programs for young children to be experiential, how can these programs be distinguished from "regular" school for four and five-year-olds?

With the elementary school program focus on academics, can the schools offer developmentally appropriate programs for 4 and 5-year-olds and resist the tendency to have a structured academic program before students are ready?

What structure needs to be created to prevent duplication of experiences or gaps in experiences for students?

Existing Minnesota early childhood programs - Kindergarten, Early Childhood Family Education, Early Childhood Special Education, and Early Childhood Health and Developmental Screening could offer a solid base for building new program options because the following groundwork in these areas has already been laid. All day-alternate day kindergarten in about 25 percent of districts provides an understanding of the issues of full day programming for five-year-olds; working with an interagency/interdisciplinary team is core to the existing Early Childhood Special Education programs; the importance of an integrated approach to the health and development of children is understood; because of Early Childhood Family Education, parents look to the schools for programs for young children and themselves; staff know how to involve parents in the experiences of young children; individual differences of children within the different developmental areas (growth, fine and gross motor, speech and language, social/emotional development, cognitive) are expected and appreciated. Early childhood education in Minnesota has a strong foundation to support new options for young children in need of additional opportunities.

> Networks seem invisible because so much of the meaning of networks is bound up in relationships; the links, connections, communications, friendships, trusts, and values that give the network its life.
>
> (Lipnack and Stamps, Head Start Linkages, 1983)

STATEMENT OF SCHOOL-AGE CHILD CARE PROBLEM

When children today enter the public schools, odds are greater than 50/50 that there is not a parent at home to care for them before and/or after school. Demographic projections indicate that the number of children in elementary schools will increase in the next decade, and that the percentage of families who need school-age child care will increase also. (Spring Hill Conference: Child Care and the Role of the Public Schools, 1984)

> Children under six are one of the fastest growing groups in Minnesota. Forty percent of the state's children are in this age group. (Minnesota Council on Children, Youth and Families)
>
> Sixty percent of mothers with preschool children are in the labor force. (Minnesota Commission on the Economic Status of Women)
>
> Fifty-nine percent of employed women in Minnesota have children under age eighteen at home. (Minnesota 1980 Census Data)

The time a school-age child needs child care is often equal to or greater than the time the child spends in school. Elementary school children are in school for six hours a day, approximately 172 days a year, or 1,032 hours a year. A parent employed full time works and commutes about nine hours a day for approximately 245 days a year, or 2,205 hours a year. That leaves over 1,100 hours when those children are not supervised by their teachers or their parents, the two groups we have come to think of as caring for elementary children. Likewise, a kindergartner would need over 1,700 hours of care in addition to the 450 hours spent in the traditional school kindergarten.

It is very difficult to assess how many children between the ages of five and twelve are in self-care; nationally the estimates range between two and fifteen million. (N.Y. Times) Three out of five mothers of school-age children are in the labor force. (Coolsen, Seligson) Based on the Children's Defense Fund estimates that half of the nation's children under 13 are without supervision before and after school, Minnesota could have 238,000 school-age children without care. They may lack adequate before and after school supervision because school-age child care is either not available or not affordable for their parents.

Exactly how many Minnesota children lack adequate care is not currently known. Considerable time and expense is required to make this determination. Prior to and during the course of this study, information emerged regarding child care studies being conducted or planned somewhere in Minnesota. Consequently, a deliberate decision was made not to attempt to duplicate these efforts but to acknowledge them and share information as it became available. These studies include the following:

> Center for Youth Development and Research, University of Minnesota, Study of School-Age Child Care in Metro Area funded by Pillsbury Company Foundation -- Identify time use of children before and after school; what they are actually doing, what they would like to be doing and what their parents would prefer. Early results expected after January 30, 1986.
>
> St. Paul Chamber of Commerce -- Study of strategies for school-age child care.

Wilder Foundation -- Status of youth study incorporates school-age child care questions; previous studies also pertinent.

League of Women Voters -- Child care in Minnesota.

Minnesota Council on Children, Youth and Families -- Needs of children in Minnesota and other studies.

While a few people will argue that lack of supervised care will necessitate reliance upon self-care and foster responsibility and self-sufficiency in children, most child development specialists point to research that shows the opposite can result when young children are given too much responsibility too soon. One author suggests that, "Many parents are acting as if they believe they cannot afford childhood for their children," and he refers to the "premature granting of responsibility to young children in self-care" as an example. (Garbarino) Another researcher identifies a developmental "hurrying in which children are pressured into adult roles and deprived of childhood experiences." (Elkind, 1981) The Longs point to the vulnerability of children in self-care and describe distressing examples of children who face frightening situations or experience painful loneliness. (Long and Long, 1983)

RECOMMENDATIONS FOR SCHOOL-AGED CHILD CARE

The dramatic increase in the participation of mothers of young children in the labor force, the rising numbers of female-headed households whose problems generally are compounded by low wages and lack of child support, the demise of extended families and nearby relatives and neighbors who could provide child care, and the reduction of recreational programs provided by public agencies, have all heightened the need for age-appropriate school-age child care.

The School-Age Child Care Committee reviewing the options for child care needs of parents with children ages 4-12 recommends that the State Legislature develop enabling legislation to support a variety of resources that could be designed to meet the need for quality supervision of school-age children of working parents. This recommendation recognizes that parents are the primary influence in the lives of their children and that the parents must have the ultimate decision-making authority on issues related to the welfare and care of their children. The committee recommends that legislation be designed:

1. To encourage the development of partnerships among parents, public elementary schools, child care providers, and community organizations designed to serve the interests of school-age children in need of care before and after school and during school vacations;

2. To provide state financial assistance for utilizing public school facilities and transportation for before and after school services provided by the public schools or nonprofit organizations; to provide funding for start-up, equipment, and remodeling of school facilities;

3. To encourage state and local educational agencies and community organizations to assess the need for school-age child care services and promote public awareness of the need to provide adult supervision of school-age children and to develop the availability of programs that provide such services;

4. To provide a method for establishing standards which define and regulate safe, healthy, quality environments through the appropriate agency; and

5. To provide staff in the Department of Education to facilitate the development of school-age child care programming within public school facilities.

Additional support services for school-age children of working families should also be considered:

1. To encourage making a wider variety of community recreation and youth organization programs available to children of working parents, particularly early adolescents;

2. To explore the benefits of teaching children basic survival skills needed while in self care;

3. To explore other resources that communities could develop for children in self care; and

4. To explore ways school-age special education students have access to quality, affordable school-age child care programs.

Whatever solutions are proposed to the child care problem, it is important to note that the issue is a complex one, not readily resolved by a single method. The choice of "appropriate" care arrangements for children is mediated by race and ethnicity, educational level, region, and type of community. For this reason, any community wishing to help supply adequate child care services must first recognize the variety of influences that affect the choices parents make.

RATIONALE FOR STATE/PUBLIC SCHOOL INVOLVEMENT

> The need for quality affordable care is so pressing that there needs to be a concerted, coordinated statewide effort of local public and private sectors. (Rep. George Miller, NY Times, 1985)

There are many sound arguments for the state to take a leadership role in addressing the problem:

- Adequate, reliable, affordable child care enables parents to be productively employed and self-sufficient. The expense of child-care supports can be less than the costs of welfare supports for families with dependent children.

- What happens out of school has an impact on a child's ability to function in school.

- Early positive intervention can have a lasting impact on the attitudes and school performance of low socio-economic status children. (Berrueta-Clement et al, 1984) Quality school-age child care programs can provide intellectually stimulating, emotionally supportive environments for children.

- School-age child care initiatives can provide an excellent vehicle for parent and community involvement and can increase a school district's credibility with the community. "When public schools are used, the response of parents is enthusiastic." (Cramer, Felker, Lucas, 1977)

- Public schools are statewide and are the primary agency with which families are in contact.

- Schools already possess resources (facilities, transportation, accounting and payroll systems, group purchasing, etc.) that lend themselves to in-kind support of school-age child care. (Cramer, Felker, Lucas, 1977)

- Schools are a logical community resource to look to for school-age child care. Schools can administer their own programs or can contract with community agencies that take responsibility for designing the program.

- Although few studies have been conducted on the relationships between participation in after-school programs and increased academic competence, many anecdotal reports suggest that children who are happy, occupied in activities and relieved of the burden of caring for themselves on a regular basis, seem also to do better in school and have noticeably improved self-esteem.

- Although many programs for school-age child care can be self supporting through parent fees, funding and assistance to develop programs is nonexistent.

About 75% of parents surveyed in a national study of child care consumers said that every community should have supervised recreation programs after school. Nearly 60% felt that the public schools should provide these services. (Strother, 1984)

SAMPLE PROGRAM OPTIONS CURRENTLY IN OPERATION

While the need for child care is on the rise, "so are the solutions to meet it." Throughout the nation, and in Minnesota, "Communities are developing a rich and varied assortment of child care programs to complement the school day." (Baden and Genser, 1982)

Here are a few (but not all) of the ways school districts have responded to the needs of their families for school-age child care:

1. PROVIDING SCHOOL FACILITIES FOR A PRIVATE NONPROFIT AGENCY OR A NONPROFIT PARENT GROUP
   EXAMPLE: "Extended Day," Brookline Public Schools
   Brookline, Massachusetts

2. RENTING SCHOOL FACILITIES TO CHILD CARE AGENCY OR PARENT GROUP
   EXAMPLES: Richfield Fun Club, Richfield
   School's Out, Southdale YMCA, Eden Prairie Public Schools

3. SCHOOL SPONSORSHIP OF A PROGRAM THROUGH COMMUNITY EDUCATION (This is a common model in Minnesota due to the strength of community education programs in this state)
   EXAMPLES: Edina Kids' Club, Edina Public Schools
   Duluth Latch Key, Duluth Public Schools
   Roseville Extended Day, Roseville Area Schools
   Kids and Company, Hopkins Public Schools
   Minneapolis Latch Key, Minneapolis Public Schools
   Explorers' Club, Minnetonka Public Schools
   Rochester School-Age Child Care, Rochester Public Schools

Private programs are also providing school-age child care in many communities. Some of these programs are private, for profit (such as Learning Tree Centers, Especially for Children) and some are private, nonprofit (such as the YMCA, and Northside Child Development). Many family day care providers also care for school-age children.

Where private sector initiatives are providing quality care, those initiatives should be encouraged and complemented by any initiatives in the public schools. The proposals outlined in this study are intended to be broad enough to allow a local community to provide additional support (in the form of training, referral, facilities, etc.) to private providers in that community.

Some recent initiatives in other states:

California: $14 million was appropriated for school-age child care program funding: includes start-up cost funding, operating cost funding, and funding for subsidies for low income children.

Indiana: The state has approved $270,000 for a pilot school-age child care program, including start-up and operating costs.

Iowa: The state legislature has passed a bill allocating $150,000 in state lottery revenue for targeted child care programs, including school-age child care. The state has also allocated $445,000 for grants to help child care facilities make physical improvements.

New Jersey: The state has increased child care funding by $15 million. Some additional funding will go to school-age child care programs.

New York: The state has approved $300,000 for the start-up of school-age child care programs.

Wisconsin: Funding was approved for a school-age child care demonstration project.

SUMMARY OF OPTIONS FOR SCHOOL-AGE CHILD CARE

This study looked at various options to serve the needs of "latchkey" children and identified as many alternatives as possible. Decision-makers have choices to consider when determining programs to meet the needs of their constituents and communities. These program options are listed in the following chart.

PROGRAM	LOCATION	SPONSOR
Extended Day/On site	Child's own school	School District
Extended Day/On site	Child's own school	Community Agency
Extended Day/Off site	One/few schools in district	School District
Extended Day/Off site	One/few schools in district	Community Agency
Extended Day/Off site	Community facility/agency	School District
Extended Day/Off site	Community facility/agency	Community Agency
Extended Day/Off site	Private agency	Private Agency - school refers and acts as clearinghouse
Extended Day/On site	School	Agency/School partnership (school provides facility; business provides staff; shared costs, promotion and income)
Extented Day/Off site	Agency (nursing home, YMCA)	Agency/school partnership (agency provides facility, school does staffing)
Hotline	Child's home	Community Education/ community agency/ service club
Block parent on call	Child's neighborhood	Arranged or coordinated by Community Education/ school, agency, neighborhood
Individual choice	Home or private provider	None

A preferred program is one that meets needs, is affordable, has a trained staff and provides a varied informal curriculum for students. It should be more than custodial. If a program is offered in a school or an agency such as a YMCA/YWCA, the students could take part in art, music, drama and recreational activities.

Safety and supervision for children who return to their own homes can be greatly increased through the development and coordination of community and neighborhood programs. Hotlines are becoming increasingly popular. These systems connect children with a helping agency or individual. Senior citizen groups are often interested in operating this service. In some programs the students are connected with a specific individual (similar to a foster grandparent program) and in others the contact is made with a responsible adult who voluntoers to handle hotline phone calls.

Another possibility for at-home children is the establishment of a buddy system in which an older child in a neighborhood is paired with a younger child. The buddy system can work through telephone contact or hand in hand with homework help or joint activities. Training could be provided for these older children (ages 11-13) so that they could handle emergencies and serve as resources to the younger children.

PUBLIC OPINION CONCERNING PROGRAMS FOR FOUR AND FIVE-YEAR-OLDS AND SCHOOL-AGE CHILD CARE

Introduction

In accordance with the Minnesota Department of Education plan for this study, the Community Education Section scheduled public meetings for November. Four evening meetings were scheduled as follows:

Thursday, November 14, 1985	Fairview Center, Roseville
Monday, November 18, 1985	Lincoln Center, Mankato
Thursday, November 21, 1985	Lincoln Junior High, Hibbing
Monday, November 25, 1985	AVTI, Detroit Lakes

Interested people were also encouraged to submit written opinions to the Department of Education. An announcement of the meetings and of the opportunity for public comment was made in the State Register on November 4, 1985. About the same time, a mailing containing this announcement was made to Superintendents of Schools and Community Education Directors. Additionally, a press release was sent to 100 of the major media contacts in Minnesota. A copy of the press release is included in Appendix A of this report.

Three public meetings were held concerning educational programs for four and five-year-olds and school-provided child care for parents of children ages four through twelve. The meeting at Detroit Lakes was cancelled because of blizzard conditions.

Each meeting was staffed by Nan Skelton, Assistant Commissioner of Education, Division of Partnership and Development; Robert O. Gramstad, Manager of Community and Adult Basic Education; and Ellen Sushak, Community Education Specialist in Partnerships.

At the public meetings, three means of comment were provided for participants: 1) Focused small group discussion concerning the pros and cons of the six options for four and five-year-olds and the provision of child care for students up to age twelve, 2) individual opinion surveys, and 3) an open microphone for public statements. The agenda for these meetings may be found in Appendix B. This report will summarize all three types of comments as well as provide an overview of the written comments received.

Attendance and Participant Profile

A total of 153 persons attended the three meetings: 31 participated at Roseville; 69 at Mankato; and 53 at Hibbing. As judged from the sign-in sheets for the meeting which requested name and address, the 153 people attending represented 36 different Minnesota school districts. Exactly 102, about two-thirds, of those attending the public meetings completed and turned in the individual opinionnaires at the evening meeting. Based on the data in the opinionnaires, two-thirds of those attending were women. Half described themselves as educators, and 64% were parents.

Focused Small Group Discussion

At the beginning of the public meetings, after the background, purpose and timelines of the study were described to the participants, an opportunity was provided for smaller groups of people to discuss and record their reactions to the six options for programs for four and five-year-olds and to the concept of school-provided child care for students through age twelve. Recording sheets for small group discussion were provided with space for the participants to record "pro" and "con" reactions for each option. Small group recorders were encouraged to summarize the discussion for the entire group when it reconvened.

Time spent on the small group discussion was approximately 30-40 minutes. Groups ranged in size from about 10 to 20. Participants seemed to be actively engaged in the discussion which provided a focus and a warm-up for the open microphone portion. Several groups did not discuss all of the options, but spent their energy on those which were of most interest to them. An overview of their comments is provided below. (Ideas which were expressed several times have a number in parentheses which indicates their incidence.)

OPTION 1: All day in-school kindergarten for five-year-olds.

PROS:

1. Some children need the structure or "escape" from a bad home situation.
2. The afternoon could be a more social time; academics in the morning.
3. Teacher has more time to get to know the child. (three)
4. This would eliminate need for parents to find day care. (three)
5. Teachers can teach all of the curriculum.
6. Children could have rest period in the afternoon.
7. This would provide time to expand on the concepts which are taught.
8. Kindergarten teacher would have only half the number of students.
9. Someone would be "taking care of" the children. (three)
10. Transportation would be easier than now.
11. Education in these formative years is very important. Many children are in a noneducational environment in these important years.
12. It's more consistent to have all day every day than every other day.

CONS:

1. Is the purpose day care?
2. There will be pressure to make it like first grade. (two)
3. Children are not developmentally ready for a push that may come with all day programs. (four)
4. Economically, funding would be a problem. (four)
5. Children need to play at home with friends, to be children. (two)
6. Districts would have to hire many more staff.
7. This should be optional, not forced; some parents need all day programs.
8. Placement in this type of program should be developmentally and not chronologically determined for the individual child. (two)
9. There will be more discipline problems.
10. Even if children can handle all day kindergarten, it may not be the best thing to do long-term for them.
11. Child care centers are operating under stricter standards than the kindergartens do--quality of care may be less in school.
12. Fatigue will result.
13. There's not enough space at the school to do this. (three)
14. We never even had kindergarten. This is unnecessary!
15. Emphasis should be on parenting education.
16. Learning can take place better in a home environment.

OPTION 2: Half-day kindergarten for five-year-olds plus optional in-school learning activities for remainder of day.

PROS:
1. "Optional" is a key word--some children need or want the enrichment.
2. Public schools are everywhere--available to all.
3. Children who need extra help with special things would have an opportunity. (two)
4. This sounds less academic than all day kindergarten. (two)
5. This could be geared to the individual student needs.
6. Allows the parent to use the school as a resource for their child.
7. Transportation would be simplified.
8. Support help could be used. Parents could be a resource. (two)
9. Provides convenience for parents.

CONS:
1. This is a social need, not an educational need. So why rely on the public schools to provide an answer?
2. This would be costly.
3. Optional programs result in societal pressure to keep children in school rather than at home.
4. Transportation would be a mess. (four)
5. Children are not ready for all day programs.
6. Would the choice of learning alternatives available be parent choice or school district choice?
7. This type of program will result in disadvantage to those who do not stay the entire day.
8. Private programs would be hurt.

OPTION 3: Half-day kindergarten for four and five-year-olds together.

PROS:
1. Excellent opportunity for peer teaching. (two)
2. All four-year-olds would have an opportunity for some kind of preschool.
3. Early opportunity to identify children with special needs.

CONS:
1. Too different in needs, especially in social, emotional, and physical development. (five)
2. The curriculum would need to be different for each level.
3. Elementary teachers are not trained to deal with four-year-olds.
4. Increased cost to districts.
5. Four-year-olds should not start so early with kindergarten.

OPTION 4: Half-day twice-a-week program for four-year-olds.

PROS:
1. Do this for a half-year prior to kindergarten to "test" child's readiness. Provide a social setting with parents' support; observe the child.
2. All four-year-olds would have an opportunity for preschool programs. (two)
3. Easier transition for children into kindergarten.
4. Opportunity for early identification of children with special needs.
5. School district would be involved in developing curriculum and could "tailor-make" a program.
6. Good for special needs children who are currently being observed.

CONS:

1. Not as part of the public school.
2. Extra cost for space and teachers. (two)
3. Would have to come up with a curriculum for this age.
4. Private nursery schools provide this already. (three)

OPTION 5: Half-day every day program for four-year-olds plus optional child care for remainder of day.

PROS:

1. All children would have an equal opportunity for early childhood education.
2. No day care hassles for working parents. (two)
3. Quality day care would be assured.
4. Special education children's day care issue is resolved.
5. If done like the infant school in Britain, it could be a plus.
6. This could be better than what children are experiencing now.
7. Would prepare four-year-olds for kindergarten.

CONS:

1. Not as part of the public school. (two)
2. Great additional cost would result. (three)
3. Space is not available in many schools.
4. Community resistance.
5. This is a potential administrative headache: transportation, lunches.
6. Children this young should not be in an education setting five days a week.
7. This is a duplication of already existing private programs.

OPTION 6: Integrated continuous program

0-3 Focus on Early Childhood Family Education
4 Community Education coordinates all options
5 All day kindergarten.

PROS:

1. We like family education to educate parents: don't send a child to program just because he/she is five. Teach parents to look for kindergarten readiness.
2. Provide a transition room before or after kindergarten for children who need it.
3. Do real preschool developmental testing (e.g., Gesell, Dial) for five-year-olds.
4. Model itself is a natural progression. (Some mention of continuity of program) (three)
5. Early identification of children with special needs would result.
6. Roots in parent education for families and children. (two)

CONS:

1. Cost will be great in terms of space, and staff. (three)
2. Any mandates are undesirable.
3. Put more dollars in prenatal care rather than after birth.
4. Student/teacher ratios are too large.
5. Community Education may not have qualified staff.

CHILD CARE FOR AGES FOUR THROUGH TWELVE PROVIDED BY THE SCHOOLS

PROS:

1. Working parents would know where their children are.
2. Latchkey programs are successful in our school.
3. Families would have quality care. (two)
4. This would provide child care where there presently is none for children.
5. This may provide cost-effective use of facilities which are already there. (two)
6. We like this option if the parents who use it are paying for it.

CONS:

1. Cost.
2. Could parents bear the cost of this kind of program?
3. Taxpayers would potentially be paying for child care instead of education--wouldn't appeal to them.
4. Space problems. (two)
5. We don't believe the taxpayers should be asked to pay for this. (three)
6. This is a function of social services, not public education. (two)
7. Let the employers help finance and run day care centers, not the schools.
8. Parents may feel pressured to remove child from home.

It should be evident from the pros and cons listed above that participants were actively involved in examining both the positive and negative aspects of each option. This activity provided a background for all that followed at the public meetings.

Individual Opinionnaire

An opportunity for anonymous and confidential expression of opinion was provided to every individual attending the public meetings. Opinionnaires were distributed toward the end of the small group activity, before the open microphone, and they were collected as people left the meeting. The questions were structured so that some comparison of opinion expressed now could be made with the Harlan Hansen, University of Minnesota survey of public opinion concerning programs for four-year-olds done in 1979.

The options being discussed as part of this study were presented in a slightly different format on the opinionnaire from the small group discussion. Respondents were asked to consider programs for four-year-olds and programs for five-year-olds separately. They were asked to indicate which program they liked most and which they liked least for each age group. They were also asked to describe why they made the selections they did.

Several other questions rounded out the opinionnaire. Concerning programs for four-year-olds, two questions were asked in order to provide some additional comparisons with the Hansen study: "Who should pay for the programs for four-year-old children?" and "Should every school district be required to offer programs for four-year-olds?" Another opinion question asked about public schools providing child care for students ages four through twelve. Several additional questions were included to determine the respondent's background in terms of sex, parental, and employment status. What follows is a summary of the responses received on 102 individual opinionnaires received at the meetings.

1. Programs for Four-Year-Olds

Sixty-two percent of the respondents stated that they favored no programs for four-year-olds. Less than 15% favored any other particular program. The program for four-year-olds receiving the most support was the half day every day program with 14% support.

As many as one-quarter did not indicate a program they liked least. Indeed, many individuals, after stating that they favored no program for four-year-olds, skipped the next several questions as extraneous. However, 45% indicated that they most disliked the half-day program plus optional child care. This was the longest period of time for any program for four-year-olds. The message seemed clear: The majority do not want any programs for four-year-olds.

Interestingly, in his survey, Dr. Hansen found that "60% among the general community felt there should not be a program for four-year-olds in the public schools." This is virtually identical with the 62% of respondents in 1985 who favored no program in the public schools for four-year-olds. It appears from a comparison of these studies that the public sentiment concerning public school programs for four-year olds has not changed in five years: the majority, about 60%, do not favor the programs.

In the 1979 study, the half-day full-year program was preferred by 89% of those who favored having a program. In this 1985 survey, the half-day every day (with or without optional child care) was also most preferred, selected by 71% of those who favored any kind of program. In both studies, the next most preferred program was the half-day alternate day program.

As far as funding of programs for programs for four-year-olds is concerned, the Hansen study found that "over one-third of responding adults felt that any funding for this type of program should come from the federal government. Next in order of preference was the local district, then the state government, none, and tuition." The present day survey found almost half felt parents should pay. About one-fifth worked out a mixed method of payment with percentages applied to local school district, state and federal governments and parents. Named next in order of preference were state government, local school district and federal government, which received only 1%. Thus, there has been a major shift in opinions about the sources of funding for programs for four-year-olds.

In the 1979 Hansen study, "eighty-six percent of those responding felt that the programs should be permissive rather than mandatory." In 1985, when asked whether districts should be required to offer programs for four-year-olds, 79% said, "No." Again results over time are similar here.

2. Programs for Five-Year-Olds

Sixty-six percent of the respondents favored half-day every day kindergarten for five-year-olds. In Mankato, and only in Mankato, some respondents selected all-day every day kindergarten as their most favored program. Nearby Nicollet operates such a program and proponent Marjorie Oelerich, professor of curriculum and instruction at Mankato State University spoke strongly in support of this option at the Mankato meeting. Overall, only 16% of all respondents favored the all-day every day option. Other options received even less support.

On the other hand, when asked which option for five-year-olds they like least, nearly 50% selected all-day every day kindergarten. Twenty percent said they like all-day alternate day kindergarten least.

3. Child Care for Students Aged Four Through Twelve

When asked about child care for students aged four through twelve, 45% said the public schools should not be concerned with child care; 20% said that parents should pay for child care which public schools should offer, and 11% said that schools should merely help parents identify child care for their children.

The message from the opinionnaire seemed fairly consistent from one site to another, with the exception of Mankato's position on all-day kindergarten. The majority did not want an expansion of existing public school programs for four and five-year-olds nor did they favor public school involvement in providing child care for students. A breakout of opinions expressed at each site is included in Appendix C.

Open Microphone

Approximately 45 individuals used the open microphone to express an opinion regarding school age child care or educational programs for very young children. A few chose to speak out to the group without using the microphone and recording equipment, so the number is not an exact one.

Summarization of all these individual comments is difficult at best. The most obvious and simplistic method is to tally those for and those opposed to expanded programming, and that is what has been done. In order to appreciate the complexity and emotional involvement in this issue, one would need to have been present at the meetings or would need to listen to the entire tape of the meetings. At any rate, the figures below do not begin to capture the eloquence, logic and emotion used to promote each point of view.

At Roseville, 17 people spoke during the open microphone segment. One favored expanded programs; 15 opposed them. Several expressed indecision, offering reasons for and reasons against additional programming. At Mankato, three spoke in favor of all-day kindergarten; five opposed expansion of any kind. At Hibbing, 10 people used the open mike to oppose expanded programs; 1 favored more programs for the very young. Again, as with the individual opinionnaire, the overall reaction from the open mike was similar from Roseville to Mankato to Hibbing.

Written Opinion

A surprising number of 170 individuals took time to express their opinion on this study via the mail. Several letters from groups of individuals or "petitions" were received, but most letters were from individuals or couples who felt compelled to express their point of view on this matter. About 20 copies of the opinionnaire (some partial) were received in the mail either from individuals who took them home from the meeting or from someone who was at the meeting and made copies for friends, colleagues and neighbors. These opinionnaires were not included in the tabulation above, but received equal weight with all other written comments received.

Again, as with the open microphone comments, the brief summary contained here does not do justice to the emotion, logic and urgency of the opinions expressed. Many individuals expressed gratitude for having the opportunity to be heard on this matter. Several expressed indignation that such programs were even being considered. See Appendix D for excerpts from written comments received.

Comments received by mail ran two to one opposed to expansion of programs for four and five-year-olds.

Not all of the letters mentioned the child care issue. Of the 170 written comments received, thirty mentioned the idea of public schools providing child care for students ages four through twelve. The sentiment expressed ran four to one opposed to this idea. Many of those supporting the concept went on to say that offering the option would be good, but that using tax dollars for this purpose would be inappropriate.

Conclusions

1. The public is interested in these issues. While attendance of about 50 at each public meeting is not overwhelming, it is a fairly good turnout for this type of activity. Additionally, receiving 170 individual expressions of opinion about an issue is excellent indication of interest.

2. Most of those who expressed opinions did not favor expansion of the present offerings by the public schools for children aged four to five.

3. A large majority did not favor the schools becoming involved in child care for students ages four through twelve.

4. Opinion was consistent throughout the state, not varying significantly from one region to another.

Without discounting the value of this public opinion survey, it is important to note that in comparison to the number of families with young children in Minnesota, the sample was relatively small and that various population groups were not represented.

REFERENCES

Baden, Genser, Levine, Seligson. SCHOOL-AGE CHILD CARE: AN ACTION MANUAL, Auburn House Publishing Company, Boston, Massachusetts, 1982.

Berrueta-Clement, Schweinhart, Barnett, Epstein, Weikart, CHANGED LIVES: THE EFFECTS OF THE PERRY PRESCHOOL PROGRAM ON YOUTHS THROUGH AGE 19, High/Scope Press, Ypsilanti, Michigan, 1984.

Bloom, Benjamin S. STABILITY AND CHANGE IN HUMAN CHARACTERISTICS, New York: John Wiley and Sons, 1964.

Children's Defense Fund. THE CHILD CARE HANDBOOK: NEEDS, PROGRAMS AND POSSIBILITIES, Children's Defense Fund, Washington, D.C., 1982.

Coolsen, Seligson, and Garbarino. WHEN SCHOOL'S OUT AND NOBODY'S HOME, National Committee for Prevention of Child Abuse, 1985.

Cramer, Felker, Lucas. LATCH KEY: DEVELOPING CHILD CARE PROGRAMS THROUGH COMMUNITY EDUCATION, Minnesota Community Education Association, 1977.

Elkind, D. THE HURRIED CHILD: GROWING UP TOO FAST, TOO SOON, Addison-Wesley Publishing Company, Reading, MA, 1981.

ERIC/EECE Newsletter, "The Latchkey Phenomenon," Vol. 16, No. 3, 1983.

Gannett, E. STATE INITIATIVE ON SCHOOL-AGE CHILD CARE, Wellesley School-age Child Care Project (in press).

Garbarino, J. "Can American Families Afford the Luxury of Childhood?" Child Welfare, (in press).

Gray, W. Gannett, E. Genser, A. Seligson, M. SCHOOL-AGE CHILD CARE: A POLICY REPORT, School-age Child Care Project, Wellesley, MA, 1983.

Hansen, Harlan S. FOUR-YEAR-OLDS IN PUBLIC SUPPORTED EDUCATION PROGRAMS IN THE STATE OF MINNESOTA: A COMPREHENSIVE LOOK AT THE ISSUE, University of Minnesota, Department of Curriculum and Instruction, Minneapolis, Minnesota, 1979.

Hills, Tynette W. ALL DAY KINDERGARTEN: RESOURCES FOR DECISION-MAKING, New Jersey State Department of Education, Trenton, NJ, September 1985.

Kelly, James A., "Child Care and the Role of the Public Schools," FOOTNOTES, No. 23, Education Commission of the States, Summer 1985.

Levine, L. MINNESOTA CHILD CARE PROPOSAL, Minnesota Department of Human Services, 1985.

Lipnach and Stamps from: HEAD START LINKAGES: ESTABLISHING COLLABORATIVE AGREEMENTS, Parents in Community Action, Inc., Minneapolis, Minnesota, 1983.

Long, L. and Long, T. THE HANDBOOK FOR LATCHKEY CHILDREN AND THEIR PARENTS, Arbor House, New York, 1983.

Minnesota Commission on the Economic Status of Women, Newsletter #94, September 1985.

Minnesota Governor's Council on Families and Children, "Minnesota Families and Children," December 1984.

NEW YORK TIMES. "Cost of Care for Latchkey Children Debated," Monday, September 16, 1985.

Spring Hill Conference. "Demography and Demands: A Presentation by the Population Resource Center" in "Child Care and the Role of the Public Schools," December 1984.

Strother, D.B. "Latchkey Children: The Fastest Growing Special Interest Group in the Schools," Practical Applications of Research, PHI DELTA KAPPAN, December 1984.

RECOMMENDATIONS OF DEPARTMENT

Based upon study efforts thus far, the Department of Education recommends the following:

1) That educators and policymakers throughout the state assist in creating a general public awareness of the need for and benefits of early education for young children. Investing in the early childhood years, especially for disadvantaged children, reaps major benefits to society as a whole, not just to the recipients.

2) That, as soon as resources permit, demonstration or pilot sites be established for further study and evaluation of:

   a) all day kindergarten;
   b) half day programs for "educationally at risk" (non-handicapped) four-year-old children.

   That staff in-service relative to curriculum and early childhood methods and materials be an integral part of any demonstration plan.

3) That an early childhood core of understandings or competencies be required of public school administrators responsible for early childhood programming to help ensure that programs for very young children would be developmentally appropriate and minimize the risk of their becoming simply an early entrance into the more structured, academic programs associated with elementary school-age children.

4) That school districts have some freedom to choose from a variety of program options for the young children and families in their communities; that all districts be encouraged to provide learning opportunities for their young children but recognize that not all children require identical services.

5) That school districts be encouraged to become partners with others in the community to explore possibilities for providing school-age child care. "Others" is defined to include governmental units, civic organizations, business and professional groups, public and private agencies, public and private child care providers, youth organizations, concerned parents, etc. It is recommended that schools not accept sole responsibility for school-age child care issues.

6) That the State Board of Education adopt standards for child care programs administered by the public schools which take into account both the applicable standards of the Department of Human Services Rule 3 for licensed day care centers and the unique, varying characteristics of educational/care programs for young children in the public schools. The Department of Education supports enhanced communication and coordination with the Department of Human Services relative to child care issues.

ACKNOWLEDGEMENTS

Many people contributed to the development of this report. Participants in the initial major input session included legislators; legislative staff; business and foundation representatives; elementary principals; superintendents; kindergarten teachers; college and university early childhood teacher educators; early childhood special education, early childhood family education and Head Start teachers; nursery school and child care professionals; community educators, and representatives of teacher organizations, the Minnesota Curriculum Services Center, the Council on Children, Youth and Families, the Department of Human Services and the Department of Education. Many of the aforementioned persons formed the various subgroups and invited people with additional expertise and perspectives to assist them.

The specific subgroups and chairpersons were:

Curriculum - Corinna Moncada, Early Childhood Education, MDE
Staff and Licensure - Ann Bettenburg, Early Childhood Special Education, MDE
Costs and Facilities - Gary Olsen, Aids and Levies, MDE
Coordination - Ruth Ellen Luehr, School Health Services, MDE
Town Meetings - Ellen Sushak, Community Education Partnerships, MDE
School-Age Child Care - Karolyn Kingsbury, Family Programs, Roseville Area Schools

Department of Education administrative assistance provided by:

Ruth Randall, Commissioner
Curman Gaines, Deputy Commissioner
Nan Skelton, Assistant Commissioner
Robert Gramstad, Manager, Community Education

Literature searches by: Pat Tupper, Library Services, MDE
Minnesota Curriculum Services Center

Study coordination by Lois Engstrom, Early Childhood Family Education, MDE

153 Minnesotans participated in the three public meetings addressing the study issues. Appreciation is expressed to Community Education programs in Roseville, Mankato, Hibbing, and Detroit Lakes for arrangements and hospitality provided for the public meetings.

170 Minnesotans wrote letters to convey their support, concerns and opinions.

A special note of thanks is extended to all who participated in the study process and development of this report. Because of their time and expertise, a significant base of information is now available for subsequent study and development in this area of concern.

APPENDICES

Minnesota Department of Education

Capitol Square 550 Cedar Street Saint Paul Minnesota 55101

NEWS RELEASE: November 7, 1985

FOR IMMEDIATE RELEASE
CONTACT: Ellen Sushak, Community Education, 612-297-4869
Jim Lee, Publications, 612-296-6418

Open meetings seek public response to all-day kindergarten idea

Should more educational services, such as all-day kindergarten, be available to four and five-year-old children? How could public schools help the parents of four to 12-year-olds meet their child day care needs?

The public is invited to attend four open meetings to assist the Minnesota Department of Education (MDE) gather information on these issues for a legislative study. The meetings will be held from 7 to 9:30 p.m. at the following locations:

- Thursday, Nov. 14 -- Fairview Community Center, 1910 W. Co. Rd. B, Roseville
- Monday, Nov. 18 -- Lincoln Community Center, 110 Fulton St., Mankato
- Thursday, Nov. 21 -- Lincoln Junior High School, E. 11th Ave. and 23rd St., Hibbing
- Monday, Nov. 25 -- Area Vocational Technical Institute, Hwy. 34E., Detroit Lakes

"Governor Perpich has communicated a strong interest in providing more educational services for four and five-year-old children," said Assistant Commissioner of Education Nan Skelton. "Consequently, the 1985 Legislature mandated that MDE study programs designed to meet the developmental needs of young children."

"These public meetings are an opportunity for parents and others concerned to offer their opinions, discuss their needs, and be heard by decision makers," she said.

Persons unable to attend a meeting may send written comments by Nov. 27 to Ellen Sushak, Community Education Section, Minnesota Department of Education, 991 Capitol Square Bldg., 550 Cedar St., St. Paul 55101.

AN EQUAL OPPORTUNITY EMPLOYER

Agenda--Public Meetings
Programs for Four and Five-Year-Olds
Child Care for Students Ages Four to Twelve
7:00 - 9:30 p.m.

Welcome and Introduction

Background of Study, Timeline, Issues

Small Group Discussion of Options

Options for Four and Five-Year-Olds

1. All day in-school kindergarten for five-year-olds
2. Half-day kindergarten for five-year-olds plus optional in-school learning activities for remainder of day
3. Half-day kindergarten for four and five-year-olds together
4. Half-day twice-a-week program for four-year-olds
5. Half-day every day program for four-year-olds plus optional child care for remainder of day
6. Integrated continuous program
   0-3 Focus on Early Child Family Education
   4 Community Education facilitates all options
   5 All day kindergarten

Options for Students Ages Four Through Twelve--Child Care Offered by the Public School

Open Microphone
Small Group Reports
Other Statements -- 3 Minute Limit

Closing

You may submit written comments by November 27, 1985, to:

Ellen Sushak
Minnesota Department of Education
991 Capitol Square Building
550 Cedar Street
St. Paul, MN 55101

PROGRAMS FOR FOUR-YEAR-OLD CHILDREN

Several kinds of school programs for four-year-olds have been suggested. Check which program appeals most to you and which program appeals least to you.

	I Like MOST	I Like LEAST
No program for four-year-olds	_____	_____
Half-day twice-a-week program	_____	_____
Half-day every day program	_____	_____
Half-day program plus child care for rest of day	_____	_____
Other: _____	_____	_____

Why do you favor the program that you do?

Why do you dislike the program that you do?

Who should pay for programs for four-year-old children? Check one or supply percentages.

_____ Local School District

_____ State Government

_____ Federal Government

_____ Parents

_____ Other: _____

Should every school district be required to offer programs for four-year-old children?

_____ Yes _____ No

PROGRAMS FOR FIVE-YEAR-OLD CHILDREN

Several kinds of school programs for five-year-olds have been suggested. Check which program appeals most to you and which program appeals least to you.

	I Like MOST	I Like LEAST
Half-day every day kindergarten	_____	_____
All day alternate day kindergarten	_____	_____
All day every day kindergarten	_____	_____
Half-day kindergarten plus optional in school learning activities for rest of school day	_____	_____
Other: _____	_____	_____

Why do you favor the program that you do?

Why do you dislike the program that you do?

Additional comments about programs for five-year-olds:

CHILD CARE FOR STUDENTS
AGES FOUR THROUGH TWELVE

Should public schools run or coordinate a program to meet the child care needs of parents of children ages four to twelve? Please check the statement which best describes your feelings on this subject, or supply your own statement.

____ Tax dollars should be used to pay for public schools to provide child care for students before and after school time.

____ Parents should pay for child care which the public school should offer before and after school time.

____ Public schools should help parents identify child care for their children.

____ Public schools should not be concerned with child care.

____ Other:

Additional comments about child care for students:

BACKGROUND QUESTIONS

In order to help decision-makers use your opinion, please answer the following questions about yourself. Check all the descriptions which apply to you.

___ Male ___ Female

___ I am a parent.

- ___ I am a single parent.
- ___ I have at least one child under the age of four.
- ___ I have at least one child ages four or five.
- ___ I have at least one child between the ages of four and twelve.

___ I am employed.

- ___ I work full time.
- ___ I work part time.
- ___ I am employed as an educator.
- ___ I am a child care provider.

Thank you for expressing your opinions and for helping in the study of programs to meet the needs of four and five-year-olds in Minnesota and in the study of child care needs for parents of children ages four through twelve. We appreciate your participation.

BREAKOUT BY SITE

N: Roseville = 22 Mankato = 48 Hibbing = 32

PROGRAMS FOR FOUR-YEAR-OLD CHILDREN

Several kinds of school programs for four-year-olds have been suggested. Check which program appeals most to you and which program appeals least to you.

Responses are in order: Roseville, Mankato, Hibbing

	I Like MOST	I Like LEAST
No program for four-year-olds	14 + 24 + 25 = 63	2 + 11 + 2 = 15
Half-day twice-a-week program	3 + 5 + 2 = 10	0 + 4 + 0 = 4
Half-day every day program	2 + 12 + 0 = 14	4 + 2 + 3 = 9
Half-day program plus child care for rest of day	0 + 5 + 1 = 6	10 + 19 + 17 = 46
Other:	3 + 1 + 4 = 8	1 + 1 + 1 = 3
No Response	0 + 1 + 0 = 1	5 + 11 + 9 = 25

Why do you favor the program that you do?

Why do you dislike the program that you do?

Who should pay for programs for four-year-old children? Check one or supply percentages.

0 + 3 + 0 = 3	Local School District
4 + 5 + 0 = 9	State Government
0 + 1 + 0 = 1	Federal Government
10 + 17 + 21 = 48	Parents
1 + 1 + 2 = 4	Other: _____
3 + 12 + 4 = 19	Mixed
4 + 9 + 5 = 18	No Response

Should every school district be required to offer programs for four-year-old children?

3 + 12 + 2 = 17 Yes; 19 + 32 + 30 = 81 No; 0 + 4 + 0 = 4 No Response

N: Roseville = 22 Mankato = 48 Hibbing = 32

PROGRAMS FOR FIVE-YEAR-OLD CHILDREN

Responses are in order: Roseville, Mankato, Hibbing.

Several kinds of school programs for five-year-olds have been suggested. Check which program appeals most to you and which program appeals least to you.

	I Like MOST	I Like LEAST
Half-day every day kindergarten	18 + 22 +27 = 67	0 + 3 + 0 = 3
All day alternate day kindergarten	0 + 5 + 4 = 9	5 + 13 + 2 = 20
All day every day kindergarten	0 + 16 + 0 = 16	9 + 16 + 25 = 50
Half-day kindergarten plus optional in school learning activities for rest of school day	0 + 4 + 1 = 5	1 + 8 + 2 = 11
Other:_____	4 + 0 + 0 = 4	1 + 0 + 0 = 1
No Responses	0 + 1 + 0 = 1	6 + 8 + 3 = 17

Why do you favor the program that you do?

Why do you dislike the program that you do?

Additional comments about programs for five-year-olds:

Appendix D

EXCERPTS FROM WRITTEN COMMENTS

The following comments are representative of those received by mail.

We wanted to place in writing our support for all day kindergarten on a daily basis. We would be interested, assuming the state would grant a full pupil unit for aid. Our district would not be able to afford the program otherwise.

-A superintendent of schools

I am a mother and homemaker and have a deep love for children. . . . I personally feel an all-day institutionalized, socialized program for 4 and 5-year-olds would deeply hinder the child's educational needs. It seems such a long haul for a young child whose most special need is nurturing, and not all-day education but a more simplified training.

-A mother

"Regarding child care needs of working couples, I personally would like to see a kindergarten day care situation developed. After kindergarten they could be escorted to a day care situation in the same building. Parents would pay a fee for the day care just as they would anywhere else. This would help working parents that could not get away from their jobs to transport the child to a day care/sitter."

-A working couple

As a taxpayer and a mother of children who have attended the public school, I am irrate that the legislature is even considering these options. The public school system is dealing with a real financial crunch. Class sizes are too large now to provide adequate education for children. And now instead of putting money toward improving the existing conditions, schools are going to be asked to put money toward full-day kindergarten and pre-school classes, which are totally new programs. Wouldn't it be more reasonable to upgrade our present system and look at the many existing problems?. . .

-A mother

I also do not understand why the public school system in Minnesota must be called on to solve a social issue, child care. . . As a specialist in early childhood education, I fear for children. . . Please, in dealing with this question remember children. I know that once these options get into the system all the promises of class size, curriculum for creativity will be forgotten and once again we'll have cognitive-geared curriculum and large classes. Why? To make Minnesota look good? Never. Leave kindergarten to half day with options for extended care, and put more emphasis on improving conditions in the present K-12 system.

-A mother and early childhood educator

We at our district are opposed to any form of all-day, alternate day or every day all-day kindergarten. We feel that meeting on alternate days lacks continuity needed in the educational process. Students at the kindergarten level forget from one meeting to another. Alternating days causes a bigger problem in this area. It becomes worse if the student misses more days because of sickness or some other reason. This causes much more repeating of lessons before learning takes place. . . .

For the reasons listed above we would prefer the law dealing with kindergarten attendance remain as it is.

-A superintendent of schools

Family enhancement I can support. Individual child instruction, day care, more kindergarten, etc., I am opposed to.

-A superintendent of schools

I want to make it very clear that I feel there should be no government involvement in any of these areas. Our greatest resource in this country is our individual family pattern. To take young children and fit them into a mold is wrong. Let children be children and let them learn readiness skills in a family situation, an environment that centers on the child as an individual.

-An elementary principal

I am opposed to Governor Perpich's idea of all-day kindergarten for 4 and 5-year-olds. Children need the early years of their lives to be carefree. Life is full of pressures and there is no need to thrust them on our babies at such an early age. . . . Kindergarten-age children are being taught micro-computer keyboarding skills in some schools when their little fingers don't even have the proper spread to reach the keys. Are we raising people or robots?

-A mother

We cherish the right to bring up our children during their most formative years within the walls of our own home. We do not deny others the right to do otherwise. Anytime the government undertakes to do for the people that which they are more capable of doing themselves the citizenry must become concerned. . .

-A father

As conscientious and hard-working public school teachers we would like to ask you, "How much more is the public school expected to do?" A public school should not provide care for children who should be with their own families. Parents brought their children into the world and should take the responsibility of raising their children, also. This should not be the public school's responsibility.

-Six kindergarten and first grade teachers

I'm writing as a concerned mother of two school-age children, glad that my own kids will never be exposed to all day kindergarten. Who will really benefit from this proposed change? And why are we as a society so anxious to get our children out of the homes at an earlier age?

I think three, four, and five-year-olds should "play" and develop their imaginations. Any teacher will tell you a child with an imagination and good self-concept is a better student. Let's let our children be children and respect them for what they are--children and not small adults!!

-A mother of two

I would like to underscore my strong support for the Early Childhood Family Education programs in Minnesota public schools. It seems to me that young children benefit the most when their parents participate with them in this kind of program. It's far less costly than all-day or half-day programs for children only, the parents' important role in the lives of their children is enhanced and the benefits start early for the child and the whole family. Parents have shown that they can be excellent "teachers" with a little help, and that is an appropriate role for public education. As a taxpaper, I believe that educating parents of young children gives all of us the greatest value for our education dollars.

-An educator and mother of three

Our school is just one of hundreds of independent nursery schools throughout the state which are being jeopardized by your plan to place four year olds into the public school system. The realization of your plan will mean the loss of a business to many of us, the loss of a job to countless others and the greatest loss of all - the loss to four-year-olds and their parents of the highly personalized preschool program that only the small school can provide.

-A nursery school director

Excerpts from the article
DAY CARE: SHORT- OR LONG-TERM SOLUTION?

By Elizabeth Jones and Elizabeth Prescott
The Annuals of the American Academy, May 1982

As social conditions continue to necessitate out-of-home care for young children it is essential for educators and policy-makers to consider the quality of the programming being provided for them. Child development literature suggests three aspects of the day-to-day experience that are critical for educational programs for young children.

1. Sensory experience. Children up to the age of 6 or 7 learn best through direct sensory experiences. Institutional settings tend to limit the sensory opportunities available to children and allow less risk taking and experimentation. These sensory needs must be well met in group settings.

2. Flexibility in timing. For young children, the immediacy of here-and-now experience and the compelling need to figure everything out for the first time, be it their own physical functioning or the workings of their physical and social world, require them to pursue their own questions in an egocentric manner, relatively free from interference. Institutional settings impose numerous constraints on time and space, seldom allowing children to have control over the initiation and termination of their activities. Too often "meeting the schedule" is given priority, interfering with meeting the needs of individual children.

3. A sense of the future. Children participating in early schooling have been found to be more oriented to peers than to adults. Peers are able to give children a sense of the present, but not of the future. Children need consistent adults, over an extended period of time, who understand their uniqueness and are able to accommodate the learning experiences that fit their unique developmental needs. Too often children have a series of teachers every day which adds to the disconnectedness of young children's experience. Children need a coherent sense of community, based on a set of values and belief system that makes life meaningful, which can only come from strong adult role models.

It is possible, but very difficult, to provide quality day care that takes young children's needs into full account. We should be trying hard to do so. At the same time, it seems shortsighted to advocate the relegation of great numbers of our children on a long-term basis to what is essentially a welfare system. We need to be looking for alternatives that are good for children. Among the alternatives that show promise are: 1) flexibility in time and place of work, 2) redefine "families" as support networks, where families become resources for each other and develop neighborhood family centers offering subsidized, professional family day care, and 3) choice of childless life-styles. Each of these options will need institutional support as well as personal choice and initiative.

SUMMARY: Good all-day care in settings whose structure is institutional rather than personal appears to be an unrealizable goal on a large scale, unless we are willing to accept a definition of "good" child rearing that is very different from those that have been held in our society. There is little evidence that lack of support for day care will keep mothers at home under current economic conditions. It seems essential then that we examine a wider range of options for shared care of children.

Dr. Elizabeth Jones is a member of the faculty in human development at Pacific Oaks College, Pasadena, California. Elizabeth Prescott has an M.A. in psychology from California State University, Los Angeles, and is on the faculty at Pacific Oaks College.

Excerpts from CHANGED LIVES The Effects of the Perry Preschool Program on Youths Through Age 19
A Monograph of the High/Scope Educational Research Foundation, #8

The Challenge to the Nation (p.114)

It is time for the nation to recognize the importance of early childhood education to the healthy development of its children. The research does not indicate that all programs produce outcomes such as those reported in the Perry Preschool study, or that all children who participate in such programs will obtain the same strong outcomes. It does indicate that such programs, on the whole, can produce outcomes of value to both families and society.

The research findings of the Perry Preschool study and the other reported in this volume indicate that high quality early childhood programs for disadvantaged children produce long-term changes in their lives -- changes that permit more education, training, and employment; less crime, delinquency, and welfare subsistence; and a lower birth rate for teenage mothers. These factors weave a pattern of life success that not only is more productive for children and their families but also produces substantial benefits to the society at large through reduction in taxpayer burden and improvement in the quality of community life.

Early childhood education is not a panacea. It does not solve the nation's unemployment problem. It does not solve the problem of how to deliver effective education in the elementary and high school years to the "graduates" of good early childhood programs. It does not solve the problem of inadequate housing. It does not solve the nation's crime problem. Early childhood education does give young children in need a firmer foundation on which to mature and prosper -- an edge in opportunity and performance. It is part of the solution, not the whole solution.

The research demands prompt action to benefit the common good. We must get about the task.

From the Summary of the Study (p.1)

The Perry Preschool Project is a study of 123 black youth, from families of low socioeconomic status, who were at risk of failing in school. The purpose of the study is to explore the long-term effects on these young people of participation and nonparticipation in a program of high quality early childhood education.

Results to age 19 indicate lasting beneficial effects of preschool education in improving cognitive performance during early childhood; in improving scholastic placement and achievement during the school year; in decreasing delinquency and crime, the use of welfare assistance, and the incidence of teenage pregnancy; and in increasing high school graduation rates and the frequency of enrollment in postsecondary programs and employment.

These benefits considered in terms of their economic value make the preschool program a worthwhile investment for society. Over the lifetimes of the participants, preschool is estimated to yield economic benefits with an estimated present value that is over seven times the cost of one year of the program. The positive implications of these findings for improved quality of life for participating individuals, their families, and the community at large are of enormous importance.

From the Summary - Preschool's Effects on School Success (p.40)

In the Perry Preschool study, persons who had attended preschool had better grades, fewer failing marks, and fewer absences in elementary school; they required fewer special education services, were more likely to graduate from high school, and were more likely to continue their education or get vocational training after school than their non-participating counterparts.....The economic analysis of these findings indicates that early education can substantially increase the efficiency of later schooling and that the effect of preschool education on school system costs alone is sufficient to cover the costs of early education.

On a large scale, improving the educational process for disadvantaged children seems likely to benefit all students by raising the average level of commitment and achievement in the environment in which education takes place.

From the Summary - Preschool's Effects on Early Socioeconomic Success (p.56)

Early education leads to increased employment and earnings at age 19, to increased economic independence, and to reduced dependence on welfare. This trend occurs in spite of increased school commitment and educational attainment.

Preschool appears to offer an opportunity for long-term socioeconomic improvement in a disadvantaged population. If corroborated by some of the other longitudinal studies of the outcomes of early education, this has strong policy implications. It applies directly to the notion that there is a "cycle of poverty" that extends from one generation to the next, suggesting there might be some combination of policies that could break into the cycle and turn it into an upward spiral. Our study suggests that there is something that can be done with children prior to school (namely, early childhood education) that will help them to traverse the formal educational system more efficiently, with higher attainment, and with direct effects on early socioeconomic success.

From Summation of Costs and Benefits (p.92)

The preschool program can be judged by its returns to society and by the fairness of its distribution of costs and benefits. The estimated present value of net benefit is positive for both taxpayers (especially in regard to potential crime victims) and program participants. No one loses; taxpayers and participants both are better off with early education than without it. It should be noted that the program costs of early education were not borne by the participants in the Perry Preschool Project. From our analysis, it is clear that they should not bear these costs. If families of study participants had to pay for even one year of preschool, their returns through age 19 would be considerably lower than their costs. There is little hope that they would recover the cost of two years of preschool even over the entire lifetime of their child. Since taxpayers are the primary beneficiaries, taxpayers should bear the primary burden of financing early education for children from low-income families.

From Should Public Resources Be Allocated for Preschool Services? (p.111)

The basic message of the Perry Preschool study is that early childhood education makes a major difference in the lives of disadvantaged children. The study was conducted with disadvantaged children at risk of special education placement

and other special services. As a rule, children who do not live in poverty are not as much at risk for special education placement, school leaving, unemployment, welfare, and delinquency as those living in poverty situations. Thus, the special benefits documented by this study only apply to disadvantaged children.

Assuming a strong positive correlation between amount of family resources to invest in a child and that child's developmental outcomes, the importance of investing public resources to help disadvantaged children succeed in school becomes evident, especially in light of the findings of the Perry Preschool study. While it is conceivable that similar advances could be demonstrated for middle-class children, evaluative studies have yet to provide definitive proof of this.

Federal, state, and local govenments have always provided services for the public good. We have shown that it is in the nation's interest to ensure that all children who cannot obtain early childhood services because of lack of family resources receive public assistance to obtain such services. In addition to humanitarian concerns, a cogent argument in support of this goal is that preschool education is a sound economic investment that reduces community and social problems and their attendance costs to taxpayers.

From Can This Research Be Used by Policymakers? (p.112)

The body of research reported here has been used to support the preservation and expansion of the national Head Start program. It has also been used in various states to support the move toward providing public education at age 4, particularly for the poor or the handicapped. School districts and social service agencies have used the data to expand both education and child care facilities in local communities. The findings have also been published widely in both the professional and public press.

REFERENCE

Berrueta-Clement, J., Schweinhart, L., Barnett, W., Epstein, A., Weikart D., CHANGED LIVES: THE EFFECTS OF THE PERRY PRESCHOOL PROGRAM ON YOUTHS THROUGH AGE 19, Ypsilanti, MI, HIGH/SCOPE PRESS, 1984.

Appendix G

COMMENTARY

4-Year-Olds And the Schools

MAX KARL WINKLER

By Sharon L. Kagan

Proposals to serve 4-year-old children in public schools are currently in vogue. States have established task forces and committees on the subject. Professional organizations have explored the issue, with the National Association of Elementary School Principals recommending, as a long-range goal, that states create full-day programs for all 4-year-olds. Highly visible policymakers—including Mayor Edward I. Koch of New York City, Commissioner of Education Gordon Ambach of New York State, and Commissioner of Education Gerald N. Tirozzi of Connecticut—have helped escalate public interest in the idea.

Why is public schooling for 4-year-olds receiving so much attention?

Several developments have come together to precipitate the current concern: A social revolution is propelling more mothers of young children into the workforce, forcing a reliance on a hodgepodge of tenuous child-care arrangements; Head Start data and other evaluations of early intervention, such as the Perry Preschool Project, have shown impressive correlations between disadvantaged youngsters' participation in high-quality preschool programs and their later educational success and employability; and national education-reform reports—though not specifically prescribing earlier education—have increased interest in finding new ways of improving students' performance. Added to these factors is the continuing attention focused by the news media on a host of problems related to child care and child rearing, which spurs on the race to begin academics while children are still in diapers.

What makes the question of schooling for 4-year-olds particularly intriguing is that it calls forth some of education's basic philosophical questions: What is the appropriate scope and function of schooling? What is an appropriate balance between equity and excellence? Yet, like most of education's hard issues, the question of universal schooling for 4-year-olds will be resolved on its pragmatic, not philosophical, merits. And a review of research and practice in early-childhood education suggests that the value of such schooling for all youngsters is not as certain as many have assumed, and that its cost would most likely be prohibitive.

Because research on the benefits of early-intervention efforts has received much media attention, the widely held belief is that preschool programs will contribute positively to all children's development, at least in the short run. A thorough investigation of relevant studies reveals, however, that this is an oversimplified interpretation that does not hold true in all cases.

Most of the studies reported in the press were conducted primarily with youngsters from disadvantaged socioeconomic groups. For such children, the gains have been considerable. But can comparable gains be expected from the middle-class children who make up the bulk of the public-school population? Available (but less publicized) data on middle-class preschool-age children generally indicate that high-quality out-of-home care has neither adverse nor salutary effects. Some scholars even argue that out-of-home care for such children is not desirable.

Though the debate is likely to continue, two things seem clear: middle- and low-income children do not derive equal benefits from early intervention, and the greater benefits measured for low-income children cannot be generalized to the population as a whole.

Another note of caution in interpreting the research relates to the nature of the settings in which most studies have been conducted. Generally located in universities, laboratory schools, or well-funded demonstration settings, the programs studied are not typical. Compared with other preschool programs, they are usually better funded, offer more comprehensive services, are more closely monitored, serve smaller groups of children, enroll fewer children per adult, and have staffs that are especially well trained in early-childhood education. Indeed, it is in these enriched settings that gains for low-income children have been most impressive. The real question is: Can the same results be achieved in other, less favored settings?

Child-development specialists know what constitutes quality in early-childhood programs, and ensuring this quality is not inexpensive. Because close interaction between children and staff members is so critical, groups must be kept small. Though one teacher usually is sufficient for 25 5-year-old kindergarten pupils, the evidence suggests that even two teachers would be inadequate to provide high-quality care for the same number of 4-year-olds.

Moreover, most 4-year-olds who are now in programs outside the home are being cared for by adults who are not certified teachers and who often earn only the minimum wage. A public school program, in contrast, might employ certified teachers earning at least twice that amount. Though "alternative staffing" approaches might contain salary costs while maintaining quality, there is no doubt that high-quality public schooling for all 4-year-olds would be expensive.

Turning from research to practice, what is, in fact, the current range of programs for 4-year-olds? No definitive national compendium of such programs is yet available. As part of a recent Connecticut study, "Four-Year-Olds: Who is Responsible?," a preliminary survey was made that revealed that 19 states have demonstration efforts for 4-year-olds. Typically, these are federally funded and are targeted at specific groups, notably handicapped and low-income youngsters. Several states—including California, Minnesota, New Jersey, New York, and South Carolina—have program initiatives that extend beyond demonstration projects and involve significant funding. Though early-childhood programs are receiving increased attention from state legislators, no state provides universal public schooling for 4-year-olds.

Indeed, only a small percentage of the nation's preschool-age children are served by public schools. For example, of Connecticut's 60,000 children in preschool programs, only 5 percent receive services in public schools; the others are served by an array of public and private, profit and nonprofit agencies and programs. In many states, moreover, indirect state services—such as licensing, technical assistance, information, and referrals—are under the aegis of four or five different agencies. Consequently, discussions about expanding public-school services to include all 4-year-olds pose a threat to the livelihood of private child-care providers and raise questions of turf within state bureaucracies.

What, then, is the most practicable approach for the public schools to take?

The American system of child care and early education—while far from perfect—is complex enough without the systematic involvement of the public schools in providing direct services to all 4-year-olds. The schools, however, do have an important role to play short of providing universal preschool education. For instance, programs should be available for all low-income, handicapped, and non-English-dominant children whose parents desire such services. Schools should assume responsibility for acquainting parents with their preschool offerings and should make sure that child-care referral services are offered in their communities. Schools should publicize the benefits of early parental contact with schools and must provide opportunities for this to take place.

If schools wish to open their preschool services to 4-year-olds who are not in a special-needs category, they should consider providing full-day programs (from 7 a.m. to 6 p.m.) on a sliding-fee basis, thereby meeting the needs of working parents. To keep costs in line and to maintain a developmental emphasis, staffs should be composed of Child Development Associates, rather than certified elementary-school teachers.

Moving beyond individual districts, some states are offering comprehensive screening for developmental delays for preschoolers; other states should follow suit. Given the myriad agencies already involved in serving 4-year-olds, state education agencies should assume a coordinating role, ensuring that the benefits of early education are publicized and that training and technical assistance are offered to all child-care providers. States should also consider awarding incentive grants to local communities to help them create innovative approaches to serving 4-year-olds and their families.

Most important, the educational establishment must place its imprimatur on *education*, not schooling, for 4-year-olds. Policymakers must recognize that no single approach, type of service, or delivery system—public or private—can meet the diverse needs of all children and families. Rather, the schools must be committed to supporting a range of services that preserves the right of choice for parents and the right of childhood for children.

Sharon L. Kagan is associate director of the Bush Center in Child Development and Social Policy and assistant professor of education, Child Study Center, Yale University. She recently chaired Connecticut's Committee on Four-Year-Olds, Their Families, and the Public Schools.

SOURCE:

EDUCATION WEEK

DECEMBER 11, 1985

BEST COPY AVAILABLE

CHICAGO TRIBUNE

OCTOBER 7, 1985

Best learning years? Before 3

Joan Beck

Suppose Burton White is right.

Suppose the first three years of children's lives are the most crucial for their mental development. Suppose that skilled parenting and appropriate, happy, mental stimulation can make a substantial, lifelong difference in youngsters' intelligence.

Would we care enough to adjust our educational system to take advantage of these critical learning years? And to change the workplace to make it easier for mothers—and fathers—to have more time with their young children without the loss of professional momentum?

Burton White, former professor at the Harvard Graduate School of Education and now head of the Center for Parent Education in Newton, Mass., has done some of the most thorough and scientific studies of child development. He's concluded that the age span between 8 and 36 months is the most critical in a child's life and that a home environment rich in language stimulation and freedom to explore and manipulate objects with the support of a loving adult are the keys to optimum development.

Last week, clear new evidence was reported to back White's conclusions.

The findings come from the New Parents as Teacher Project conducted in four Missouri school districts and involving 380 families from a broad cross section of socioeconomic backgrounds. Beginning even before the birth of the first child in each family, specially trained educators made regular visits to each home, teaching parents how to help their offspring develop well. Mothers—and fathers—also met periodically in small groups at a nearby school.

At age 3, the youngsters—and a comparison group whose parents had not received training—were tested by independent evaluators. (Outside evaluators are rare in child care research and give added substantiation to the findings.)

"Children of parents participating in the New Parents as Teacher Project consistently scored significantly higher on all measures of intelligence, achievement, auditory comprehension, verbal ability and language ability than did comparison children," the report notes.

"These three-year-olds look wonderful," says White, senior consultant to the Missouri project. "Hard data show that these kids are way ahead on intelligence and language, two key indicators. No matter what kind of parents these children had, the project helped all of them."

"Our educational system should get children to their third birthday as beautifully developed as possible," White stresses. That makes more sense, he says, than waiting until they start school at age 5, or trying a Head Start program if they are showing deficits at age 3.

It's noteworthy that in the Missouri studies, gains were chalked up by youngsters from homes with well-educated parents and above-average resources, as well as at-risk youngsters from poor families. "Perhaps no more than 10 percent (of American families) manage to get their children through the ages of 8 to 35 months as well educated and developed as they could and should be," White says in his book, "The First Three Years of Life." (A new edition is being published this month.)

If the conclusions of the Missouri project are right, what now? How difficult will it be to persuade educators—and taxpayers—to extend public schooling to teach parents of unborn infants, babies and toddlers how to turn their homes into effective learning environments?

There's another problem, too. White has long insisted that babies and toddlers get a better start in life if they are cared for during most of their waking hours by a parent or family member who acts as cheer-leading personal consultant as they learn language and explore their environment—not by any form of substitute care. He does strongly advocate, however, that mothers hold a part-time job if they wish after a child is six months old.

If it is clear that the needs of babies and toddlers clash with the economic, emotional and vocational needs of women to hold full-time jobs, then what? Can employers, in the national interest, be persuaded to make more and better part-time jobs available to mothers—and fathers—of young children?

If what is at stake is more intelligent children with fewer problems, there shouldn't be any doubts about the answers.

SOURCE: THE JOURNAL OF THE COLLEGE OF EDUCATION
MANKATO STATE UNIVERSITY, FALL 1984

Should Kindergarten Children Attend School All Day Every Day?

Marjorie Oelerich

Senate File 1333, introduced in the 1984 Minnesota Legislature, provided "for kindergarten pupils . . . enrolled in full day sessions throughout the school year or the equivalent thereof, and for other elementary pupils, one pupil unit." It appeared that the kindergarten would finally be recognized as being as valuable as the other elementary grades. The Bill failed to pass this session; it will be re-introduced.

Should kindergarten children attend school all day every day? A report of research conducted by this author in southern, rural Minnesota suggests that this might be a feasible attendance pattern.

Historically, the development of kindergarten reflects more concern with curriculum (or lack of curriculum), with chronological ages of children, with busing budgets and other factors, than with length or regularity of attendance day. In fact, even Froebel, grandfather of modern kindergartens, only briefly referred to the length of the kindergarten day.[1]

In its early existence in the United States, the kindergarten was a longer day. Gorton comments that "historically, kindergartens began as full-day programs. The half-day programs developed in response to the need to accommodate larger numbers of children."[2] Customarily, the extended day or the full day was typical for kindergarten children. Often these experiences were in rural one-room schools, where the youngest child attended the same length of day as any other child.

Apparently, World War II influenced a cut-back to half day kindergartens. With the shortage of teachers while the men were in the armed services, together with a shortage of classroom building space **and** an increased birth rate, most kindergartens became half day every day.

All day kindergartens surfaced again in the '60s and '70s. The U.S. Department of Health, Education and Welfare reported in the 1969-70 school year, 13.8% of children enrolled in kindergartens were attending full day.[3] Many of these programs were in Hawaii, which had had all day every day kindergartens since 1955.[4]

It must be noted that many other countries in the world have all day every day school for the child of kindergarten age, or even younger. Perhaps the best known is in Britain, where the "rising fives" attend kindergarten all day every day.[5]

Available contemporary research is not always clearly defined. Sometimes the investigation relates to only one attendance pattern in isolation: either all day every day or all day alternate day or half day every day or some other arrangement. Sometimes the research reports a comparison of two of these options. Rarely are three or more attendance patterns compared.

Mueller[6] reports evidence that at the end of Grade Three, all day kindergarten children evidenced greater achievement than others on a Grade Three reading test and Kuhlmann Anderson Verbal I.Q.

Shreveport, Louisiana, a participant in the 222 Selected Programs for the Right to Read, was reported in research indicating the all day kindergarten program, as one phase of that district-wide Continuous Progress Program in Reading, yielded effective reading results.[7]

As another of the 222 Selected Programs, Cincinnati, Ohio, reported similar findings. The all day every day kindergarten children shifted from the 44th to the 75th national percentile on the Boehm Test of Basic Concepts. I. Q. scores, measured on the PPVT, rose from 83.9 to 91.2, significant at .01 level of confidence.[8]

Nieman[9] presented a paper at the annual meeting of the American Educational Research Association which reported that at the end of grade two emperical longitudinal evidence indicated a positive relationship between .test scores and the amount of time the child had experienced in prekindergarten and kindergarten programs

Lysiak and Evans[10] compared seven kindergarten curricula in relation to socioeconomic status (SES) and kindergarten attendance pattern. Full day programs were favored for the low SES children in all curricula. Children in the high SES measured higher on the full day proram in some, but not all, curricula.

The Minnesota Department of Education[11] reported research comparing half day every day with all day alternate day kindergartens. Children who attended daily had significantly higher scores on naming numbers one to nine and knowledge of the sounds of the letters of the alphabet.

In an effort to measure performance of kindergarten children attending one of three attendance patterns (all day every day [ADED], half day every day [HDED], all day alternate day [ADAD]), this investigator conducted studies during the past ten years in rural, southern Minnesota.

The original study, in 1974, involved kindergarten teachers who were graduate students of this author. Each of these teachers taught a class of kindergarten children representing one of the attendance patterns. The 1964 edition of the Metropolitan Readiness Test (Form B)[12] was administered in May of that year.

Table I reports the results of this portion of the study. The F ratio of 13.374 indicates statistically significant differences at the .05 level between the three groups. It is seen that the ADED group had the highest score (84.42) followed by the HDED (73.44) and the ADAD (66.73). In this instance, the all day every day kindergarten group scored significantly higher than the other two groups.

In 1979, the same three teachers participated in a follow-up study, in which the 1976 edition of the Metropolitan Readiness Test[13] was administered to the children. Pre-tests in September of the school year showed no significant difference between the groups. Post-tests in May are reported on Table II. The F ratio of .241 was not statistically significant at the .05 level. However, it is noted that the

TABLE I: 1974 COMPARISON OF SCORES* OF KINDERGARTEN CHILDREN IN THREE ATTENDANCE PATTERNS

Attendance Pattern	Mean Score	S.D.
$ADED_{N=21}$	84.42	11.54
$HDED_{N=25}$	73.44	9.45
$ADAD_{N=19}$	66,73	12.16

$F_{(2,62)}$ 13.374

$F_{.05} \geq \approx$ 3.15

$F_{.01} \geq \approx$ 4.97

TABLE II: 1979 COMPARISON OF SCORES* OF KINDERGARTEN CHILDREN IN THREE ATTENDANCE PATTERNS

Attendance Pattern	Mean Score	S.D.
$ADED_{N=29}$	53.75	12.09
$HDED_{N=44}$	52.18	8.58
$ADAD_{N=15}$	51.60	16.08

$F_{(2,85)}$ .241

$F_{.05} \geq$ between 3.1504 and 3.0718

TABLE III: 1983 COMPARISON OF SCORES* OF KINDERGARTEN CHILDREN IN THREE ATTENDANCE PATTERNS

Attendance Pattern	Mean Score	S.D.
$ADED_{N=44}$	61.30	6.24
$HDED_{N=15}$	50.20	10.65
$ADAD_{N=15}$	51.60	16.08

$F_{(2,72)}$ = 10.63

$F_{.05} \geq$ between 3.1504 and 3.0728

*Nurss, Joanne, et al, METROPOLITAN READINESS TEST, Level II, Form P, Harcourt Brace Jovanovich, 1976.

ADED had the highest score (53.75) compared with the HDED (52.18) and the ADAD (51.60).

Most recently, in May of 1983, a further study comparing the three attendance patterns was possible. Table III reports these results. It is seen that the all day every day is significant at the .05 level.

A further unique comparison became possible when two of the three school districts in the 1974 study decided to change their kindergarten attendance pattern by the time of the 1979 study. In one instance, the school district changed from all day every day to all day alternate day. In the other case, the school district changed from all day alternate day to half day every day. It must be noted that in these two instances, in an effort to make more finite comparisons, the 1964 edition of the MRT which had been used in 1974 was repeated with these children in 1979. Thus, many variables remained constant in May of 1974 and in May of 1979: The same school district, the same teacher, the same curriculum and the same standardized test. There were two differences: a different population of children and a different attendance pattern.

Table IV reports findings comparing one of these school districts. In 1974, this school district had all day every day kindergarten attendance; in 1979, the all day alternate day had been adopted. The F ratio of 20.112 is significant beyond the .01 level. The all day every day group scored significantly higher than the all day alternate day group.

Table V reports findings comparing the second of these school districts. In 1974, this school disrict had all day alternate day kindergarten attendance; in 1979, the half day

TABLE IV: 1974/1979 COMPARISON OF SCORES* OF KINDERGARTEN CHILDREN IN TWO ATTENDANCE PATTERNS: ADED WITH ADAD

ATTENDANCE PATTERN	MEAN SCORE	S.D.
1974 $ADED_{N=21}$	84.42	11.54
1979 $ADAD_{N=16}$	64.00	16.18

$F_{(1,35)}$ 20.112

$F_{.05} \geq$ 4.1709

$F_{.01} \geq \approx$ 7.50

*Hildreth, Gertrude, et al, METROPOLITAN READINESS TEST, Form B, Harcourt Brace and World, Inc., NY, NY, 1964.

TABLE V: 1974/1979 COMPARISON OF SCORES* OF KINDERGARTEN CHILDREN IN TWO ATTENDANCE PATTERNS: ADAD WITH HDED

ATTENDANCE PATTERN	MEAN	S.D.
1974 $ADAD_{N=19}$	66.73	12.16
1979 $HDED_{N=15}$	69.07	14.98

$F_{(1,32)}$ .251

$F_{.05} \geq$ 4.17

*Hildreth, Gertrude, et al, METROPOLITAN READINESS TEST, Form B, Harcourt, Brace and World, Inc., NY, NY, 1964.

every day had been adopted. The F ratio of .251 is not significant at the .05 level. However, it must be noted that the mean score of the HDED in 1979 was higher than the mean score of the ADAD in 1974.

In summary, it appears that for these school districts, for these children, in these years reported, the ADED kindergarten attendance pattern is superior to the HDED or the ADAD program. Of the latter two, the HDED program resulted in higher performance for children than did the ADAD program.

Further study is needed in several aspects of this topic. Other populations of children in other types of school districts need to be evaluated. Longitudinal performance of children in the elementary and secondary grades must be measured. Actual financial costs must be audited, in order to consider not only the bus transportation but also to consider educational costs in terms of special referrals, retention of children, and other costs to the school district.

Footnote References

[1]Rasmusson, Margaret, **Readings from Childhood Education, Articles of Lasting Value,** Washington, D.C., Association for Childhood Education International, p. 277.

[2]Gordon, Harry B., **A Study of the Kindergarten Program: Full Day or Half Day?,** Penn-Trafford School District, Harrison City, Pa., 1968, p. 14. ED 017 327.

[3]Barker, Linda A., **Preprimary Enrollment,** October, 1971, U.S. Department of HEW, Pub. No. (OE) 72-197, p. 17.

[4]Gordon, op. cit., p.10.

[5]Tizard, Jack, **All Our Children,** London: Maurice Temple Smith/New Society, 1976.

[6]Mueller, E. Jana, **Effects of Entry Level and Pattern of Title I,** 1977. ED 151 419.

[7]Eden Gardens Kindergarten Program, **Effective Reading Programs: Summaries of 222 Selected Programs,** ED 106 835.

[8]Cincinnati Public Schools, Ohio, **All Day Kindergarten, ESEA Title I,** 1974. ED 108 143.

[9]Nieman, Ronald H., **Preschool Plus All Day Kindergarten,** 1975. ED 105 998.

[10]Lysiak, Fae and Charles Evans, **Kindergarten: Fun and Games or Readiness for First Grade: A Comparison of Seven Kindergarten Curricula,** 1976. ED 121 803.

[11]Minnesota State Department of Education, **Kindergarten Evaluation Study: Full Day Alternate Day Programs,** 1972. ED 070 529.

[12]Hildreth, Gertrude, et al., **Metropolitan Readiness Test,** Form B, Harcourt Brace and World, Inc., NY, NY, 1964.

[13]Nurss, Joanne, et al, **Metropolitan Readiness Test,** Level II, Form P, Harcourt Brace Jovanovich, Inc., 1976.

Additional Sources

Alper, Carol L., and Donald Wright, "Extended Day Kindergarten plus Parent Involvement: a Combination that Works," **Phi Delta Kappan** 61, September, 1979.

Barbato, Guy, "All-Day, Every-Day Kindergarten," **Early Years 11,** August/September, 1980.

Cieslukowski, William, **Full-Day Kindergarten Survey Report,** East Hampton, Conn.: Memorial Elementary School, June, 1981.

Cincinnati Public School System, **All Day Versus Half Day Kindergarten Report,** 1971.

Criscuolo, Nicholas, P., "Most of the Kinder Going to the Garten," **New Haven Register, School Forum Column,** March 21, 1982.

Egertson, Harriet A., "The All Day Kindergarten: What Happens There is What Counts," **Dateline, Education,** Lincoln: Nebraska Department of Education, 1981.

Elementary and Middle School Principals Association of Connecticut, "All Day Kindergarten," **Newform** 5, Summer, 1981.

Ferguson-Florissant School District, Ferguson, Mo., **Expanding Early Education: The Extended Day Kindergarten,** 1974. ED 107 367.

Herman, Barry E., **The Case for the All Day Kindergarten,** Phi Delta Kappa Educational Foundation, Bloomington, Ind., 1984.

Herman, Barry E., "All Day Kindergarten Works for Many Children," **New Haven Register,** February 21, 1983.

Hess, F., et al, **Kindergarten in American Education: A Discussion of Current Questions,** U.S. Educational Resources Information Center, 1978. ED 158 397.

Humphrey, Jack, **A Study of the Effectiveness of Full Day Kindergarten,** Evansville, Ind.: Evansville-Vanderburgh School Corp. 1980.

Humphrey, Jack. **A Longitudenal Study of the Effectiveness of the Full Day Kindergarten,** Evansvile, Ind.: Evansville-Vanderburgh School Corporation, 1982.

Jokubaitis, Thomas, **Planning for All Day Kindergarten: Report to Board of Education,** Stamford, Conn., 1980.

Johnson, Edith W., **An Experimental Study of the Comparison of Pupil Achievement in the All Day Kindergarten and One Half Day Control Group,** Ph.D. dissertation, Walden University, July, 1974.

Lake, Micheal, **Full Day Kindergarten Evaluation Report,** Davenport, Iowa: Davenport Community School District, July 1983.

Lake, Micheal, **Full Day Kindergarten Evaluation Report — An Up Date,** Davenport, Iowa: Davenport Community School District, August, 1984.

Naron, Nancy K., "The Need for Full Day Kindergarten," **Educational Leadership 38,** January, 1981.

Nieman, Ronald H., and Joseph F. Gastright, "The Long-Term Effects of Title I Preschool and All Day Kindergarten," **Phi Delta Kappan 63,** November, 1981.

Rhinelander, Wisconsin, Board of Education, **Report on All Day Kindergarten,** 1976.

Woods, Carol, et al., **Evaluation of the ESEA Title I, Part B, Pilot Kindergarten Program,** U.S. Educational Resources Information Center, 1977. ED 148 479.

Dr. Marjorie L. Oelerich is professor in the College of Education, Mankato State University, Mankato, Mn. Her primary teaching area is Early Childhood Education, which includes pre-service and in-service training of Prekindergarten and Kindergarten staff. Her current research relates to improvement of programs in Prekindergartens and Kindergartens.

Minneapolis Star and Tribune Thur., Dec. 26, 1985 19A

Study finds less national income going to families with children

Associated Press

Washington, D.C.
Families with children are sharing a smaller portion of the nation's economic pie despite the trend of mothers going back to work, according to a new study commissioned by Congress.

The study, conducted for the congressional Joint Economic Committee and released Wednesday, said the share of national income going to families with children has dropped 19 percent since 1973.

"If the nation's children are regarded as its social, political and economic future, this information is very disturbing," said Rep. David Obey, D-Wis., chairman of the panel.

The study gave no simple explanation for the decline. But it mentioned as contributing to the situation the increasing number of families headed by one parent — usually a woman.

Single parents headed 24.7 percent of all families in 1984, up from 16.4 percent in 1973, the study said. It found that families with single female heads had an average last year of $13,257, less than 40 percent of the $34,379 average income for two-parent families.

The report said that families with children now account for 53.3 percent of the nation's population, down from 61.5 percent in 1973. But their share of the national income since 1973 has fallen even faster, from 40.2 percent to 32.6 percent.

"The last decade has been one in which economic performance has been disappointing for many Americans, but it has been particularly tough on kids," Obey said.

He said young couples have dealt with the problem of declining real income in several ways, including having fewer children and deciding that wives and mothers should get full-time jobs.

The study was conducted under the direction of Sheldon Danziger, a professor of social work at the University of Wisconsin and head of its Institute for Research on Poverty.

Danziger found that the loss in income — as measured in constant, uninflated dollars — has affected families across all economic strata, from poor to rich. But the biggest declines have been among the poor.

From the poorest to the richest, in five segments of about equal numbers of families, the income declines over the decade were 34 percent, 20.2 percent, 10.9 percent, 4.7 percent and 1.7 percent, the report said.

BEST COPY AVAILABLE

SOURCE:
SCHOOL AGE CHILDCARE: A POLICY REPORT, DECEMBER 1985

WELLESLEY COLLEGE CENTER FOR RESEARCH

SCHOOL AGE CHILDCARE PROJECT

MICHELLE SELIGSON
ANDREA GENSER
ELLEN GANNETT
WENDY GRAY

4 THE SPECIAL ROLE OF THE PUBLIC SCHOOL

...public schools are now being forced to reexamine their role as service providers for America's children and families. All over the country, public schools are struggling to compete with a new wave of private education that is significantly reducing the size of the public school population and changing its nature. I am fascinated that these new private schools have adopted the concept of the extended day as a major thrust of their competition with the public schools. If public schools do not respond to this type of competing service pressure, they will undoubtedly lose more and more of the middle class children they are hoping to keep in the public schools.
(From "Day Care and the Schools" by Bettye M. Caldwell in *Theory Into Practice.*)

Caldwell's warning has not gone unheard. In fact, public schools *are* responding to the rising economic and environmental pressures that are being forced upon them—lower birth rates, families' geographic mobility, attrition to private schools, severe funding cuts, increased public disaffection with the quality of public education, and the changing needs of children and their families. For many schools, one response has been to facilitate the development of before- and after-school child care for school-age children.

More than half of the 171 school-age child care programs the School-Age Child Care Project interviewed across the country in 1979 had some type of affiliation with the public schools, or in a few cases, were operated by the public schools. No additional national data exists as to the extent of school involvement in the provision of before- and/or after-school child care. However, our technical assistance activities indicate that public school interest in school-age child care is increasing. From 1980 through 1982, several hundred written and telephone requests for information and/or technical assistance were received from public school administrators and elected school officials. And many articles on school-age child care have appeared in education magazines and journals.[1]

How Schools Are Involved

Options for public school involvement in SACC range along a continuum, from schools willing to transport children to a community-based center, to others that have implemented written policies welcoming school-based community partnerships, to schools that want to administer the program themselves. In general, school-based programs are either "partnerships" between the schools and another organization or administered by the schools. Both types of programs usually charge a fee to parents and may also seek financial support from government for low-income children.

- School administrators and staff are often concerned about the impact of SACC on the day-to-day operation of the school. Schools that host partner programs may face objections from classroom teachers or other school personnel concerning the use of shared space (cafeteria, gym, artrooms, and classrooms); extra work for the custodian, secretary, or principal, who is often the arbitrator between the program and school personnel; and inconsistent rules and practices between the school and the program.

The Absence or Inadequacy of School Policy

- Guidelines and procedures for the development of school policy regarding SACC are often lacking or unclear. For example: How do schools determine which outside groups may use their space? What sort of in-kind or direct contribution will the schools make to the program? What responsibilities, financial or otherwise, will the partner group need to assume? What are the legal considerations that must be addressed?
- Absence of state or local policy regarding the use of the public schools for other than mandated purposes may leave the schools vulnerable to attack. Sources of criticism are: citizens who are alarmed by rising school taxes and generally opposed to any outside use of public schools; public and private groups who are competing for the same use of school space; and proprietary day care owners who are concerned about what they see as unfair competition. The absence of written policies has contributed to the ambiguous nature of SACC and has allowed for litigation against the schools in Alabama and Arkansas. In Florida, private child care centers have considered litigation against public school boards that operate SACC programs because the use of tax-supported school space has been perceived as an unfair competitive advantage.

  In Arizona, opposition to public school involvement has resulted in legislative proposals which, if they had been passed, would prohibit the schools from participating in any way in day care programs—either as a partner or as sole administrator, except in the case of summertime, community school programming for recreational purposes. The legislation has been attempted, in various forms, by both the Arizona House and Senate legislatures. At the time of this writing, the proposals have not been enacted.

  In Alabama, similar opposition from the private sector resulted in a lawsuit filed against the County Board of Education, arguing that the board lacked the statutory authority to operate day care programs. In this case (Clark *et al. vs.* Jefferson County Board of Education, Judgment, April 1982) the court reached the conclusion that the board did have the authority to operate the programs:

> *The statutory provisions which govern and control the policies and practices of the Board of Education which would best serve the needs of the community and of the school system are very broad in their provisions and the discretion accorded to the Defendant in the implementation of these statutes are not subject to review unless there appears a clear showing of abuse or invalidity.*
> *This Court finds that the activities which are alleged in the Bill of Complaint as a basis for the relief stated are within the scope of the broad powers granted to county boards of education.*[9]

The Alabama decision represents a legal precedent at the circuit court level in favor of the schools. But litigation is time consuming and costly. A legislative approach may offer greater protection for the public schools. State enabling legislation would permit the schools to operate fee-based SACC programs, whether or not the fees covered the entire cost of the program. The legislation would also include language that would permit schools to lease space to outside organizations.* (See Appendix D for Model Enabling Statute.)

Solutions: Policy and Operation

Policy decisions on public school involvement in school-age child care can be formulated at three major levels. The first level involves federal or state legislative initiatives; the second involves policy statements from major national or state professional and educational associations; the third involves district or local school board initiatives. The effect policies can have on the development of SACC can range from merely symbolic encouragement to the actual provision of start-up grants or financial subsidy. Here are some highlights of several solutions that have been spearheaded by state and local government or the private sector.

[9] *A Manual for Public School Administrators: Legal Considerations for the Implementation of School-Age Child Care* is a forthcoming publication by Abby Cohen, of the San Francisco, Cal., Child Care Law Center. The manual is a collaboration of the School-Age Child Care Project and the Child Care Law Center. It will be published in 1984.

Descriptions of both types of administrative structures are included in Appendix A.

What Are the Positive Arguments for School Involvement?

- Providing school-age child care helps build parent support for the school, especially from single-parent and two-parent working families who view SACC as a vital community service. Dr. Lawrence Cuban, former Superintendent of Arlington, Virginia, public schools put it this way: "Extended Day eases the anxiety of parents, the hostility parents may feel if schools won't care before and after school. If schools move in that direction, it's better for families and for kids and is therefore better for the schools."[2]
- SACC can help to maintain or increase enrollments by attracting or retaining families in the public school system. Superintendents of the public schools in Brookline, Massachusetts, and Arlington, Virginia, have both gone on record crediting their extended day programs for maintaining levels of elementary school enrollments.[3],[4]
- The use of empty classrooms and gymnasiums represents an effective use of public resources at a time of declining enrollments. School policy varies with respect to rental fees for partnership programs. In Fairfax County, Virginia, for example, the board of education offers rent-free space to the county's school-age programs administered by the Office for Children. In Montgomery County, Maryland, on the other hand, rent is charged to the program. The program's use of otherwise surplus space in currently operating schools is viewed as an effective use of space, while at the same time a means for the school system to recoup lost revenue.
- SACC may help to decrease vandalism and delinquency by reducing the number of children "hanging around" during after-school hours. As cited in a 1981 article of *U.S. News and World Report*, vandalism at three Portland, Oregon, schools fell from twelve thousand dollars in damages in one year to two hundred dollars the next year. This was attributed to the presence of after-school programs.[5]
- SACC may help with desegregation efforts as a formal or informal magnet service. In some cases, SACC may eliminate busing for desegregation entirely. The principal of a court-ordered Nashville, Tennessee, school in which enrollment had been declining reported that since their day care program began in 1977, enrollment has increased from 300 to 480 students. "By request, 100 middle-class white children asked for redistricting to this school because of the programs."[6]

What Are the Problems with Public School Involvement?

No matter who administers the program, problems with public school involvement in SACC do surface. These problems fall into three categories: 1) resistant attitudes; 2) problems of operation; and 3) the absence or inadequacy of school policy.

Resistant Attitudes

> *The school is not a social agency—our business is reading, writing, and arithmetic....*
> *The family should take care of its own, not pay for day care or have governments pay for it.*[7]

- Ambiguity about the limits of the school's responsibility to the child and the child's family deters public school involvement in SACC. Is day care consistent with the school's mandate or should the schools stick to "reading, writing, and arithmetic"? This question often brings about vigorous philosophical debate because, as national day care expert Bettye Caldwell writes, there exists "a lack of conceptual clarity about what day care is and what it should provide children."[8] No consensus exists on the educational nature of day care or the custodial function in schooling. Virginia's and Oregon's attorneys general, for example, view day care as "essentially custodial in nature" and therefore separate and unrelated to education.
- Resistance to SACC from school personnel and taxpayers is often based on fears of "increased responsibility" or "rising taxes." But in some cases, the underlying causes may be based on general opposition to offering social services, particularly to working mothers.

Problems of Operation

- School principals, board members, and officials are concerned about the absence of clear guidelines for the accountability and liability of the school-based SACC program. School personnel need to be assured that the schools will not be held legally responsible in case a child or staff member is hurt while attending the program.

Legislative Initiatives

Massachusetts, Oregon, and Connecticut have enacted legislation that has directly or indirectly supported the use of schools for child care. In Massachusetts, for example, Chapter 496 of the *Acts of 1981*, "An Act Further Regulating the Leasing of Certain School Property," although not specifically mentioning child care, states that:

> *a city or town, with the approval of the school committee, may rent or lease surplus space in a school building in actual use to simultaneously house public or private, profit-making businesses or nonprofit organizations; provided, however, that such occupancy shall not interfere with educational programs being conducted in said building. The monies received from such rental or lease shall be kept separate and apart from other city or town funds in the city or town treasury by the treasurer.*[10]

At the time of this writing, further enabling legislation is expected to reach the Massachusetts legislature during its fall session in 1983. Senate Bill S.306, entitled "An Act to Promote and Provide After School Care for Children,"[11] is fashioned after Oregon's 1981 bill which gives school districts the authority to run or contract for before- and after-school activities.[12]

In Connecticut, enabling legislation states:

> *(a) Any local or regional board of education may provide for the use of any room, hall, schoolhouse, school grounds or other school facility within its jurisdiction for non-profit educational or community purposes whether or not school is in session.*[13]

These state legislative initiatives are designed to suggest only that schools share their existing resources. Should they wish to, local school districts may develop their own guidelines and policies, subject to local review.

Initiatives by Professional and Educational Associations

Policy statements and recommendations by national or state associations can support and stimulate work at the local level. The National School Boards Association issued a policy statement on the question of appropriate school involvement in community and social services. A Task Force on Local Responsibility for Children was convened in 1978 to "study existing cooperative school/community child-service delivery systems and to propose policies for both NSBA and its state associations." The task force developed the following recommendation:

> *Boards of Education should adopt policies that enable professional staff to work with other community professionals in planning services for children.... Local school boards should consider allowing professional community agencies, such as mental health or general medical, to utilize unused space within their facilities to provide school-house services for students.*[14]

The NSBA policy statement also states: "when services at the neighborhood level are increased and improved, the school in that neighborhood will begin to exhibit good side effects."[15]

The National Association for Elementary School Principals and the Kettering Foundation's Institute for the Development of Educational Activities (I/D/E/A) cosponsored, in 1979, a three-year longitudinal study which looked at the school needs of children from one-parent families. Although the subject of the study focused on this specific population, the phenomenon of the one-parent family is so widespread that its implications for all schools is simply too great to be ignored. It is not our purpose to dwell on the specific details of the study, although the overall conclusion indicated that "these children are at risk and that some of them may need extra help at school." However, it does seem relevant to mention one of the recommendations that was drawn from the research:

> *For the working single parent (and most fall into that category), the very mechanics of child care can become a logistical nightmare. Many school systems are already offering extended day programs of before and after school activities that give children a structured, productive, and familiar place to go when there is no one at home to look after them. Schools should also consider providing child-care facilities during school functions and parent-teacher conferences.* [16]

At the state level, the Virginia Women Attorneys' Association included in their legislative agenda for 1982-1983 the following legislative proposal:

> *4. Provide funding for the implementation of extended child care in our public school buildings to serve the needs of families who*

otherwise have no access to after-school child care and through necessity leave their small children at home unattended.[17]

Attached to the agenda is a position paper which recommends that: "Extended childcare programs should be created using school buildings with the guidance and cooperation of parents and the community. Programs could be operated by nonprofit parent groups, community organizations, city agencies, or the school district, and paid for by a combination of parents fees and state or local funds. For example, the Block Grant funding mechanism gives areas a funding source to look to for such programs."[18]

Local School Initiatives

Local policies concerning the use of school space for child care have been implemented in a number of communities. In each case, the problems and solutions to those problems are often quite different, although the reasons for developing written policy guidelines are usually the same—to anticipate legal gray areas or territorial problems. The following are a few examples of local policy action:

- In Montgomery County, Maryland, declining enrollments and school closings prompted the school board to recover some lost revenue for the school system. The Joint Occupancy Program has allowed the schools to lease surplus school space, in operating facilities, to qualified users. Priority is given to educational programs, both public and private, in which day care is included. The rent is based on the licensed capacity of the program. All programs are required to purchase adequate liability coverage and to agree upon clear guidelines that save the board of education and the school system "from any and all claims, demands, suits, or other forms of liability that may arise out of the use of school space."[19]
- In Boulder, Colorado, the Board of Education set a broad policy direction for the use of school buildings as child care centers:

> *The Board of Education authorizes the use of public school buildings before and/or after school for child care programs for school-age children when the building is not in use for the regular school programs. All authorized programs will be self-supporting. Any costs incurred by the school district directly related to a child care program will be charged to the program, including but not limited to custodial services and utility costs.*
> *The local school is expressly prohibited from assuming responsibility as the sponsoring agency unless specific authorization is first obtained from the Board of Education.*[20]

- The Metropolitan Board of Education in Davidson County, Tennessee, published the pamphlet, *So—You Want to Use Our Schools for Your Day Care Program? Here's How....* The pamphlet encourages greater community use of the schools and spells out the procedures for obtaining school system approval.[21]
- Lincoln, Massachusetts, a small suburban community which has housed a SACC program in its public schools since 1981, developed *Guidelines for Use of School Facilities by Non-Profit Child Care Programs*. Upon the approval of the school committee, the guidelines stipulate that "these guidelines shall apply to those groups whose primary purpose is to provide services for children and who use space in the Lincoln Public Schools on a regular, daily basis." The formal agreement between the schools and the partner group requires that the child care program be self-supporting. In return, the schools contribute custodial coverage until 6:00 p.m. and electricity and heat for the "home-base" room when school is regularly in session. The program is charged for custodial services during snow days, vacation weeks, and holidays.[22]

What Are the Implications for the Future?

Public school involvement in school-age child care is still at the threshold of wider policy implications; many questions are still left to be answered. For example:

- What are the tradeoffs of the various administrative options (partnership or school-run)? Is it better for the program to be "part of the system" or to maintain administrative, fiscal, and programmatic autonomy?
- How do schools assess the actual financial impact of SACC on the school system, particularly when school buildings are being used by others (teachers, staff, and community) during most of the hours SACC is in session anyway? Do these costs really represent a significant part of the school's operating budget... or do the benefits of hosting a SACC program (increased enrollment, improved public image, etc.) outweigh the minimal financial expense the schools would have to incur?
- Will school systems view the implementation of school-age child care programs as one way to increase general revenues, without first assessing

the financial implications for the quality of the programs (staff/child ratios, staff salaries, programmatic resources) and whether low-income families can afford the program?

- Is it the school's responsibility to offer child care to children with disabilities, who may require specialized services and staff? If a child's individual education plan (IEP) were to indicate a need for socialization and opportunities to interact with other, nonhandicapped children, would a SACC program fulfill that requirement? If so, are the day care costs to be assumed by the public school? If the program is run by a private, not-for-profit agency that uses public school space, who pays?
- Will school administrators and policymakers consider carefully the implications of decisions to implement before- and after-school programs, particularly programs which emphasize academic learning which may be inconsistent with what some parents and children want from school-age child care programs—safe and reliable child care and informal learning, in enriching environments where social and emotional growth are stressed? If academic preparedness *is* to be one function of school-run programs, will such programs *only* be offered to children in need of child care?

Will the recent movement towards full-day kindergarten be interpreted by parents as a form of child care even though school hours do not conform to parents' full-time work schedules?

Although many questions regarding the public schools' involvement in school-age child care remain unanswered, the positive effects experienced by schools that have been involved in SACC should encourage policymakers at all levels to carefully examine further expansion of this resource.

Public Policy Report

Early Childhood and the Public Schools

An Essential Partnership

Helen Blank

What role should the public schools play in meeting the diverse child care needs of families? This question is surfacing again, this time as an outgrowth of increased interest in public school prekindergarten programs. As advocates for young children, we must not ignore the challenges and opportunities the question raises. Our involvement is essential to ensure that programs are appropriate for young children and their families. Early childhood educators can

- stay informed about new proposals and critically examine state and local early education initiatives
- pose more effective alternative strategies if needed
- aggressively participate in the expansion of early childhood programs within the educational system.

State and local initiatives

Several states have considered or passed legislation to increase the public school's role in serving young children. For example, the South Carolina Education Improvement Act of 1984 allows the state to reimburse local districts for one half the cost of programs for 4-year-olds who have "predicted significant readiness deficiencies." Funds will increase from $2.4 million in 1984 to $16 million by 1988–89.

Texas has enacted legislation that mandates most districts to provide a part-day program for 4-year-olds who cannot speak English or are from low-income families.

Missouri passed a bill to fund school districts to conduct developmental screening, parent education programs, and early childhood programs for developmentally delayed children.

Baltimore, Maryland has approved pilot programs for 4-year-olds in kindergarten. Maryland considered a bill to mandate a state-wide preschool program for 4-year-olds that would be partially funded by a $5 a week parent fee.

Other governors and legislators have expressed interest in lowering the age at which children are eligible to attend public programs. Vermont's former Governor Snelling proposed that pilot projects in local districts be set up to screen all 3- to 5-year-olds for developmental problems, and provide early intervention to ensure that children enter primary education "fully prepared to learn." Both New York and Connecticut's Commissioners of Education support starting school at the age of 4. These initiatives are spurred not only by the series of reports on the crisis in our education system but also by the research that demonstrates the significant positive effects of early intervention for the futures of low-income children.

The Perry Preschool Project, a comprehensive program started in the early 1960s by the High/Scope Educational Research Foundation, has identified the long-term effects of preschool on low-income children (Berrueta-Clement, Schweinhart, Barnett, Epstein, & Weikart, 1984). The project includes a follow-up study of 123 19-year-olds who had attended the Perry Preschool. The researchers found marked differences in school performance, employment rates, adolescent pregnancies, and crime rates when participants were compared to other low-income children who did not attend the program.

***Helen Blank**, M.U.P., is Director of Child Care at the Children's Defense Fund, Washington, D.C.*

Almost twice as many preschool participants held jobs or went to college or vocational school after high school. Eighteen percent of the preschool group were on welfare, compared with 32% of those who did not attend the program. "Seventeen pregnancies or births were reported by the 25 women who had attended preschool; 28 pregnancies were reported by the 24 women who had not attended preschool" (p. 69). While 31% of the preschool group had been arrested or detained at some time, 51% of the nonpreschool group had been. The total economic savings of the investment in two years of preschool (as opposed to the expenses required by the nonpreschool group—special education classes, repeating a grade in school, etc.), was calculated to outweigh the costs by seven times!

While policymakers seem to quickly grasp the potential economic impact of early intervention, they are less likely to focus on the cost per child that is necessary to achieve the impressive results described by Berrueta-Clement, et al. The Perry Preschool Project cost $4,818 per child in 1981 dollars, while the average cost of Head Start was $2,300 per child in 1984. The programs that are being organized today appear unlikely to be able to replicate the comprehensive Perry Preschool and Head Start model programs. For example, Texas plans a staff-child ratio of 1:22 for 4-year-olds for a part-day program. The early childhood community can play an important role by reminding legislators that by skimping in the short term they will likely not attain the scope of positive, long-term results achieved by High/Scope.

It is also important to see that these new programs will be coordinated with Head Start. It is conceivable that the interest in early childhood education could result in expanded Head Start services. For example, an initiative supported by the governor of Maine included a $1.7 million appropriation to expand Head Start. The program currently serves about 14% of the eligible children. The new funds will allow every county using a per child cost of $2,500 a year to reach 25% of those eligible. Although the concept was part of an education package, the Department of Community Services will distribute the Head Start monies.

Many other questions need to be raised as children's advocates work more closely with educators in the public schools who are considering services for 4-year-old children.

- What performance standards will guide programs toward long-term success?
- How will the curriculum be designed? What role will early childhood/child development specialists play?
- What will the staff:child ratios be? (In New York City's 3 o'clock kindergarten classes, they are 1:30 or 1:35.)
- What credentials will be required for teachers? Will adequate opportunities be provided for those skilled in working with children who do not have college degrees to work in the classroom?
- What policies will guarantee parent involvement?
- How will programs demonstrate sensitivity to minority families?
- Will existing early childhood programs have the opportunity to operate the new 4-year-old programs?
- What criteria will be used to grant entry into the programs? To determine readiness for kindergarten? Will inappropriate testing procedures and labeling of children be avoided (see Meisels, 1985)?
- What arrangements are being made for children of working parents? Can a full day be offered at the school site? Will transportation be provided to community child care facilities? Will school space be offered to community child care programs to provide child care for the remainder of the day? If schools run a part-time program, what considerations will be given to the economic impact on child care programs if they are asked to reduce the hours of their services?

Other questions should be asked which concern an expanded role for the schools in helping to meet a wide variety of child care needs. For working families and the child care community, the key question may not be whether to lower the school-entrance age. Rather, we must find ways to meet other child care needs.

Kindergarten expansions

Before children's advocates respond to proposals for early school entrance, we should step back and consider how such an expansion would fit into a community's child care needs.

Schools could first be asked to expand the roles they play in meeting the child care needs of the kindergarten children they now serve. Most public school kindergarten programs meet only half days. This policy means that young children are shifted between two or three caregivers in a single day. Continuity of care and stability could be increased with a longer kindergarten day in which children learn through play.

The definition of a full-day kindergarten must also be reconsidered. When New York City implemented an all-day kindergarten program, many automatically assumed *all day* was from 8 a.m. to 6 p.m. Instead, the children's school day ended at 3 p.m. Does a 3 o'clock closing for kindergarten encourage more working parents to leave their 5-year-olds home alone or with older siblings for the remainder of the day?

An all-day kindergarten operated by the schools, and a before- and after-school program to supplement it, possibly operated by community child care organizations, is a logical extension of the schools' involvement with younger children.

After-school programs

While there has been considerable public attention on the millions of children left alone in the early morning or early evening hours, most public schools do not offer school-age child care programs. Now that more than one-half of the private schools provide these services, public schools may be more interested in school-age child care as a community support. Many parents prefer a school-based program that is less complicated because it alleviates mid-day transportation problems.

Programs for young children in public schools?

Only if . . .

Many state legislatures are considering bills that could add local and state resources to child care and early education programs. However, this enhanced role for the school system will have positive effects only if certain conditions are spelled out in the legislation for these early childhood programs. Funds should be available for early education through the school system:

- only if this money adds to the total resources for child care and early education programs. *Not* if legislators simply shift or reduce funding from Head Start and the social service system to support school-based programs.
- only if schools can choose to institute such programs. *Not* if schools lacking interest in early childhood programs are mandated to start them.
- only if early childhood experts are involved in planning with the schools. *Not* if schools initiate early childhood programs without input from those in the community who know about child development and early education.
- only if the schools have the option to contract with an existing early childhood program or to offer vouchers to parents who can select their own programs. *Not* if community resources are ignored in favor of exclusively school-based programs.
- only if knowledge about early childhood development is required for all lead teachers in preprimary programs. *Not* if any teaching credential is the sole requirement for teachers of young children in these programs.
- only if standards are established, including minimum staff-child ratios and group sizes, to assure that the early childhood programs offer quality care and education. *Not* if schools are permitted to operate programs that fail to meet, at a minimum, the state licensing standards that apply to other programs serving 4-year-olds.
- only if the funding mechanism assures an adequate per child reimbursement based on the cost of providing quality care to 4-year-olds. *Not* if kindergarten and first grade costs are used to determine funding levels for the 4-year-old programs.
- only if the needs of kindergarten children are addressed as well. *Not* if schools with low quality kindergarten programs are required to add 4-year-old programs without simultaneously upgrading their kindergarten program.
- only if the schools are required to have a plan to make 4-year-old programs accessible to all children, with parent fees on a sliding scale, if necessary. *Not* if school-based programs serve only certain children based on income, social class, or race.
- only if provisions ensure that the needs of children of full-time employed parents are met by the addition of school-based early childhood programs. *Not* if these programs are likely to increase the number of latchkey children in the community.
- only if parents would be welcome and respected as partners in early childhood programs for their children. *Not* if the orientation is to ignore both parent input and children's family and cultural heritage.

—*Gwen Morgan*

Note: This list is derived from "Child Care and Early Education: What Legislators Can Do" by Gwen Morgan, which is available from NAEYC upon request for $2.00.

Several programs run by schools or contracted to community groups are available to serve as models from which to learn (see Baden, Genser, Levine, & Seligson, 1982). The School-Age Child Care Project offers technical assistance and publications for local communities.

Adolescent parent needs

Each year approximately 523,000 teenagers give birth, and more than half of these young mothers have not completed high school. Without education or training, they face the prospect of low-paying jobs at best, or welfare at worst.

Few programs provide them with parenting skills or enable teenage mothers to return to school. A significant unmet need for teenage mothers and their babies is the provision of facilities, funds, and staff for infant care. Child care is an absolutely essential service if young mothers are to be able to complete high school. Schools are a logical and convenient place in which to locate programs to meet the special child care needs of adolescent parents.

Become an equal partner

Early childhood professionals and advocates must become equal partners with schools and legislators when decisions are made affecting young children. Early childhood representatives can be included within the education bureaucracy at many levels.

- Serve as an early childhood representative to the State Board of Education Committee on Instruction and Curriculum.
- Initiate an Early Childhood Development Advisory Committee appointed by the governor.
- Join the staff or Early Childhood Board from the state department of education to act as liaison with other departments responsible for child care.
- Establish Regional Early Childhood Specialists.
- Require local boards of education to have an early childhood department.
- Mandate early childhood training for administrators and principals.
- Demand a public hearing process to determine the 4-year-old curriculum and other child care policies.

While child advocates must continue to press for expanded federal and state dollars for child care, we cannot ignore the possibility of new partnerships with the public schools. Partnership means that early childhood educators will be involved in shaping programs and policies responsive to the special needs of younger children as well as improving child care for school-age children.

The education community will not necessarily seek our partnership. New state programs are being started without taking into account the valuable contributions early childhood educators can make. We can help others recognize the components of high quality, appropriate, and comprehensive programs for young children. If these new programs are to achieve the success of their predecessors, early childhood professionals must take the initiative to be involved.

References

Baden, R. K., Genser, A., Levine, J. A., & Seligson, M. (1982). *School-age child care: An action manual.* Dover, MA: Auburn House.

Berrueta-Clement, J. R., Schweinhart, L. J., Barnett, W. S., Epstein, A. S., & Weikart, D. P. (1984). *Changed lives.* Ypsilanti, MI: High/Scope Press.

Meisels, S. J. (1985). *Developmental screening in early childhood: A guide* (rev. ed.). Washington, DC: National Association for the Education of Young Children.

Resource

School-Age Child Care Project, Center for Research on Women, Wellesley College, Wellesley, MA 02181. 617-431-1453.

Copyright © 1985 by the National Association for the Education of Young Children.

NEW YORK TIMES Monday, September 16, 1985

Debate Grows in U.S. About Who Should Finance After-School Child Care

As more parents turn to day-care programs to supervise their children before and after school, education and government officials are debating who will shoulder the costs and responsibilities.

Estimates of the number of children who face empty houses after school, commonly called "latchkey children," now range from 2 million to 15 million, and Census Bureau officials say a pending study is expected to put the number at 4 million. The number appears to be growing along with a rise in single-parent families and the number of women working outside the home.

Many not-for-profit groups have been active in caring for these children, and school districts have begun to expand latchkey programs. The programs now being offered are varied and can include study periods, organized games, plays and talent shows. Many groups are also starting to offer telephone numbers that young children can call if they become afraid while home alone.

Local, state and national government agencies often subsidize part of the costs of such programs, but in many cases their contributions have decreased and parents have had to pay an increased share. The debate on financing the school-age care programs has come to focus on the role played by local school districts.

As more schools begin to study the issue, local school officials have become increasingly uncomfortable with expanding the customary role schools play in educating children and have begun to protest that the financial burden of the care programs is onerous and interferes with the schools' primary mission. Depending on the pro-

Continued on Page 12, Column 1

Continued From Page 1

gram, annual costs can range from a few hundred dollars a child to several thousand dollars.

"School systems will not bear the brunt of latchkey costs," said Dr. Paul Boranian, director of community educational services for the Minneapolis Board of Education, which recently halved its latchkey programs. "These are not mandated costs," he added, in a comment echoed by other educators. "Our mandate is kindergarten through 12th grade."

Concrete figures on the number of children participating in latchkey programs are not available, child-care experts said. Michelle Seligson, director of the School-Age Child Care Project at the Wellesley Center for Research on Women at Wellesley College, said that "tens of thousands of programs exist around the country" but added that no organization had counted them or estimated their total cost.

School districts looking to governments or businesses for financial assistance often find strong interest in school-age care and are able to obtain money for start-up costs, but not long-term support.

U.S. Seeks Local Solutions

The Reagan Administration has emphasized its view that the issue is a local one and that the Federal Government should not play a key role in financing programs. Dorcas R. Hardy, the Assistant Secretary for Human Development Services in the Department of Health and Human Services, said parents were generally satisfied with the care their school-aged children received. She said, however, that her department was researching the issue and working to develop possible programs.

"I do not see this issue as one that needs large, direct Federal involvement," Mrs. Hardy said. "It should be handled on a local level, clearly with the participation of parents."

Last October Congress passed and President Reagan signed a bill that authorized the expenditure of $30 million for latchkey programs. However, the Administration did not seek funds for the programs, the Dependent Care Block Grant, in its supplemental 1985 or 1986 appropriation requests. Many proponents of the legislation say the block grant will never receive financing.

Representative George Miller, Democrat of California, who is chairman of the House Select Committee on Children, Youth and Families, said the debate was no longer over the need for child care. . "The debate," he said, "is how to expand the availability of child care and get financial support."

"We should not argue over what percentage is the Federal or local share," he continued, "because what is clear is that unless we have the cooperation of all levels of government and the private sector we can't come close to meeting the need."

Many state governments are at loggerheads over the issue as well. In California, for instance, Gov. George Deukmejian has twice vetoed bills to finance school-age care programs, including one measure that would have provided $100 million.

City Makes 'Investment'

Some school districts, however, are moving to fill the need. On Sept. 2, the New York Board of Education announced a plan to keep the city's school buildings open to community groups without charge for after-school and summer programs. The plan, which involved a new contract with the custodians' union, will cost the board about $6.6 million a year.

"I think it is a marvelous investment, being applied in a way which will allow us to reconsider schools and how they are used," said Nathan Quinones, the Schools Chancellor.

Jerald Posman, deputy schools chancellor for financial affairs, added: "Sometimes one-third of a community group's budget was spent on custodial fees. Now all that money can be redirected toward programs."

Other school districts have been unwilling to assume that kind of burden, however. Dr. Sheila B. Kamerman, a professor of social policy at Columbia University, said that in most cases "schools are balking at providing school facilities for free to community groups."

"They are saying, 'We don't have the money to pay for this,'" she added.

In Minneapolis, when the Board of Education lost its subsidies in 1982 for its 19 school-age care programs, 10 of the programs closed because parents could not afford to bear the costs, Dr Boranian said. He added that those costs come to about $130 a month per child for before- and after-school care five days a week.

The Minneapolis programs, which had served 1,900 children, now work with 750 children. "What's happened to the poor kids?" Dr. Boranian asked. "They're gone. The poor are getting killed."

In Montclair, N.J., the Board of Education in 1977 started two before- and after-school programs at the elementary school level at no charge to parents. But in 1981, the board lost the Federal financing it had been using for the programs, said Dr. Mary Lee Fitzgerald, the Superintendent of Schools.

BEST COPY AVAILABLE

The district continued the free programs for two years — at a cost of about $30,000 to $50,000 a year to taxpayers — before charging a fee of 50 cents an hour per child.

"Somebody has to assume this responsibility," Dr. Fitzgerald said. "But it shouldn't be the local taxpayer. This is an auxiliary service required by a small group of parents that is not a regular part of the educational program."

"Consequently," she continued, "the local taxpayer has every right to ask, 'Why are you requiring me to support this?' "

Many proponents of latchkey programs are looking for funds from private businesses and charities. Large corporations, such as I.B.M., A.T.&T. and Polaroid, have recently started to help finance day-care programs, generally for their employees' babies and preschool children. But corporate spokesmen say school-age child care is not high on their list of child care concerns.

"The problems decline as children get older" and are more able to care for themselves, said Ross Hopkins, public affairs manager of the Lockheed Corporation in Burbank, Calif. "Child care is most important when you have employees with smaller children."

Nonprofit Groups Play Key Role

Religious groups, the United Way, the Girl Scouts, the Boy Scouts and other nonprofit groups have been very active in latchkey programs.

The United Way, which provided about $40 million in day care funds to other not-for-profit organizations this year, up from $26 million in 1982, has taken on children's issues as its "top priority," said Stephen M. Delfin, a United Way vice president.

"The nonprofit organizations have to sit down with school districts and local governments to work out innovative solutions to these problems," he said. "There is no institution, organization or government unit that is going to solve the problems of latchkey kids by itself."

The emerging debate over financing of latchkey programs has focused attention on communities, such as Dade County, Fla., and Houston, that have developed programs using money and support from a variety of sources.

In Dade County, which includes Miami, the local chapter of the United Way and the school district have worked together to start programs that, by 1989, will provide after-school care for 25,000 students, said Sylvia Iriondo, a United Way volunteer in the area. The programs, financed by the United Way and other not-for-profit agencies, now care for about 500 students, Mrs. Iriondo said.

While the school board opens its facilities at no cost, it will not provide money to operate programs. "We have not used funds from our operating budget to fund after-school programs because we never have enough money to fund our kindergarten through 12th grade," said Janet McAliley, a member of the Dade County Board of Education. "We know the parents want it and we know they need it, but we are under far more pressure to provide additional services for our regular education program."

Houston Expands Programs

In Texas, the Houston Independent School District opened six schools in 1976 with extra programs intended to attract students from other neighborhoods. One of the new programs was an extended school day, said Dee Bates, the magnet school coordinator. Then, "with the need appearing to be greater and greater," she said, the school board approved 25 year-round schools, which offer classes and other activities on a 12-month basis, and 82 extended-day programs.

"In an urban setting, you really do have to have something," Mrs. Bates said.

And Kathleen McNamar, the child-care coordinator for the Houston Committee for Private Sector Initiatives, a civic group of 20 to 30 corporations, said, "In Houston, at least, it looks like schools are assuming much of the responsibility."

Houston, however, appears to be unusual. Around the country, the financing question is not likely to be resolved so quickly, education experts say.

"It's going to be a debate," said Dr. Alfred J. Kahn, a Columbia University professor of social policy and planning. "Local school districts are arguing that they should have Federal or state help," he said. "But I suspect latchkey programs aren't going to go very far unless the states and Federal Government give them some operating money," a prospect Dr. Kahn said is unlikely in the near future.

Mrs. Seligson of Wellesley College said the issue was beginning to affect a majority of families.

"We are not talking about the yuppie family now," she said. "We are talking about most of the families in America. Families are turning to their communities for help, and by helping them we are not taking over their parenting responsibilities."

Gary Marx, associate executive director of the American Association of School Administrators, said, "We have schools that recognize the need and the community demand, but they are facing the realities of the budget."

"At this point," he continued, "financing these programs is a local issue. But in terms of need to look after our children, it becomes a national and state need."

BEST COPY AVAILABLE